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ABSTRACT

This report presents a strategic plan for adult education in California. It represents an ongoing and participatory initiative to define current and future needs and recommend how the adult education system can meet those needs. The proposals put forth in the plan are intended to ensure that adult education will be a self-renewing institution that continually readjusts to meet the needs of a changing society. The plan proposes that education and training providers work with business, other stakeholders, and each other to make the education of adults a priority. Fourteen proposals are presented that together provide an interlinked system for delivery of education and training to adults. These proposals have been developed with the intent of achieving multiple payoffs concerning the four goals of improving access to users, accountability, program quality and responsiveness, and planning and coordination. The report is organized in seven parts that cover the following: (1) planning for the future; (2) long-term needs for adult education; (3) today's programs and their performance; (4) focusing goals for the 21st century; (5) an image of tomorrow's adult education; (6) steps to the future; and (7) looking toward tomorrow. An 86-item bibliography is also provided. (KC)

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PREFACE

This plan presents bold suggestions for improving the performance of adults to meet the challenges of tomorrow, and catalyzing broad-based commitment to learning that will enable us to meet the challenges of tomorrow. It is a "rolling" plan that will be continually reviewed and revised as we journey into the 21st Century. It is also an open invitation to California citizens, business leaders and other educational agencies to join in an ongoing partnership to deliver enhanced learning opportunities to our adult population.

More than ever, our prosperity and quality of life depend on improving the skills of our adult population. The 1990's will demand new and higher level skills if we are to successfully meet international economic competition and the daily complexities of our changing society. We must enhance our efforts to better educate youth, but we must also give greater attention to the educational needs of adults. Today's younger generation is a smaller proportion of the total population than in the past. It will therefore provide a dwindling portion of tomorrow's workers and adults. Many of these adults do not have the skills required for successful lives and productive work. Our future wellbeing will depend increasingly on our ability and commitment to improve and update the skills of our adult population.

Existing adult education programs are doing an excellent job. However, growing demand and technological advances make it both necessary and possible to do better. This report presents fourteen recommendations to make adult learning more accessible and effective for California citizens. These recommendations propose use of technology and collaborative programs to deliver instruction at "any time and any place", and provide community information centers to assist adults select the educational programs that best meet their individual needs. Other recommendations propose performance standards to promote program quality and learner achievement, better curricula and staff development, teacher certification and facilities appropriate to adults, collaborative planning among educational agencies, and the provision of better funding.

This plan and the proposals it puts forth are an important step toward ensuring that our system of adult education continues to provide services to invigorate our society and our personal lives.

Bill Honig
State Superintendent
of Public Instruction

FOREWORD

This plan is the first report of an ongoing *Adult Education 2000 Project*. It summarizes the deliberations of a special Adult Education Advisory Committee charged with developing a strategic plan for adult education within Califronia.

In the Fall of 1988, this twenty-six member Advisory Committee was appointed by State Superintendent of Public Instruction Bill Honig. This committee had the mission of assessing future needs for adult education, reviewing the performance of existing adult education programs, and proposing a long-term plan that ensures that all California adults have the opportunity to obtain the knowledge and skills that will be needed in coming decades. This project was administered by the Adult Education Unit of the State Department of Education's Youth, Adult and Alternative Educational Services (**YAAES**) Division. Pacific Management and Research Associates (**PMRA**) provided consulting services for the project.

The project was specifically charged with providing a plan for the adult schools and other adult service providers funded through the State Department of Education. However, high priority was also given to developing a plan that addresses how adult schools might collaborate with other educational providers to serve the needs of the State and its population. Thus, this report focuses attention on how to best provide learning opportunities to those who are not enrolled in high school or postsecondary programs leading to a college degree, yet wish to improve their basic skills, employability or quality of life.

This year, the Adult Education Advisory Committee met five times to review studies, set goals, and develop recommendations. During late 1988 and early 1989, two background studies were completed and reviewed by the committee. These were:

- *Adult Education Needs for a Changing State: Discussion Paper on Long-Term Adult Education Needs in California*
- *The California Adult Education System: Background Paper on the Response of Adult Education Institutions to the Needs of Californians*

Following review of these studies, the Advisory Committee established long-term planning goals and began a review of proposals to be incorporated into a strategic plan for adult education. This report summarizes the first stage of the *Adult Education 2000 Project*. It is a working document intended to set broad goals and program directions for the future. It will be reviewed and revised in coming years by individuals and organizations with a stake in the future of adult learning.

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OVERVIEW OF PLAN

California confronts a serious gap between the skills and knowledge requirements of the future and the educational attainment of its population. A bold partnership among key providers and users of adult education must be forged to meet the challenges of the future.

The delivery of quality educational services to California's adults is a critical need that requires unparalled commitment from educators, business, government and citizens.

The 1990's will herald an "era of the adult". The same demographic trends that made the 60's and 70's an era of youth are now focusing attention on adults. The large post-World War II "baby boom" generation is well into adulthood. This generation and other adults are facing a world that is more volatile, competitive and complex than ever before. New skills and more knowledge are necessary today, and they will be even more necessary tomorrow.

We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to making learning accessible and relevant to diverse groups.

We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to making learning accessible and relevant to diverse groups.

Much must be done to catch up with the present let alone prepare for the future. California, as other states, is confronting major shortages of skill within its adult population. The educational attainment of more than one quarter of California's adults is lower than high school level, and many have attainment far below this level. These skill shortages pose a serious threat to the economic and social well being of our state.

But adult educational needs do not end with those lacking basic skills. New knowledge and skills will be required to raise children, deal with medical and health decisions, and prepare for careers. Today's adults are required to make informed personal and civic decisions about increasingly complex social and public issues. Daily, they face problems for which they've had little or no educational preparation. Educational providers can and must provide information and forums that encourage informed responses to the issues of our time and future.

Educational programs for adults have responded heroically to these challenges. However, existing and future needs require that they do better.

History of this Plan

This plan is the result of a long-term planning project undertaken by the Adult Education Unit of the Youth, Adult and Alternative Educational Services (YAAES) Division of the California Department of Education (SDE). It has been developed through a series of stages under the guidance of a twenty-six member Adult Education Advisory Committee appointed by State Superintendent of Public Education Bill Honig.

The focal goal of this project was to develop a long-term vision of adult education for the 21st Century. The project was specifically charged with providing a plan for the adult schools and other adult services funded through the State Department of Education. However, high priority was also given to developing a plan that addresses how adult schools might coordinate with other educational providers to serve the needs of the state and its population. Thus, we have focused attention on how to best provide learning opportunities to those who are not enrolled in high school or postsecondary programs leading to a college degree, yet who wish to improve their basic skills, employability or quality of life.

What We Propose

This plan proposes that education and training providers work with each other, business and other stakeholders to make the education of adults a focal priority of our state.

This plan proposes that education and training providers work cooperatively with each other, business and other stakeholders to make the education of adults a focal priority of our state.

The plan, however, does not propose the creation of a monolithic administrative structure that would inhibit innovation and responsiveness at the local level. Rather, it proposes that educational providers maintain their own mission and identity while participating in the development of an institutional infrastructure of consistent policy guidelines, program quality standards, performance measures, financial incentives and decision making mechanisms that use market mechanisms to enable learners and community stakeholders to build upon existing program successes.

Fourteen proposals are presented that together provide an inter-linked system for delivery of education and training to adults (**See Exhibit 1**).

Exhibit 1
OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) **Funding to Meet Today's Needs**
(2) **Funding for Innovation and Performance**
(3) **Community Adult Education Information Services**
(4) **EduCard$_{TM}$ (Adult Education Access Card)**
(5) **Linkage of Support Services to Increase Access**

IMPROVE ACCOUNTABILITY:

(6) **Procedures for Adjusting Instructional Priorities**
(7) **Quality Standards and Performance Measures**
(8) **Integrated Adult Education Data System**

IMPROVE QUALITY AND RESPONSIVENESS:

(9) **Program and Staff Development Support**
(10) **Teacher Certification Appropriate to Adult Education**
(11) **Facilities for the Future**
(12) **Special Grants to Test Program Innovations**

IMPROVE PLANNING AND COORDINATION:

(13) **Collaborative Planning**
(14) **Adult Education Research and Planning Institute**

These proposals have been developed with the intent of achieving multiple payoffs concerning the four goals of improving (1) access to users, (2) accountability, (3) program quality and responsiveness, and (4) planning and coordination.

How It Will Work

When integrated together, the fourteen proposals put forward by this plan will increase the access of adult education and training to users, whether they be individuals or employers. They will also foster long-term excellence and responsiveness by empowering users as consumers in a market place of educational opportunities. Finally, they will build coordination and productive specialization by streamlining the collection and use of educational data on both individuals and programs.

Let's look at the most important issue -- how the proposed system will serve adult learners in the year 1995:

When integrated together, the recommendations put forward by this plan will increase the access of adult education and training of users, whether they be individuals or employers. They will also foster long-term excellence and responsiveness by empowering users as consumers in a market place of educational opportunities.

Tomorrow's adult education process begins with a potential learner or group of learners (*e.g.* a business or public agency may send selected persons to pursue literacy, job skill or other types of learning). Individual learners go to a ***Community Adult Education Information Service Center***. Upon arrival at the center, learners present their ***EduCard***$_{TM}$ **(Adult Education Access Card)**. This card is used to access individual educational records and program eligibility status from an ***Integrated Adult Education Data System***. Existing educational records would provide information on the learner's skill attainment and educational needs in terms of standard ***Performance Measures*** used by all participating instructional providers as well as other assessment tools. If initial or further assessment is needed, the learner can request further tests and counseling with resources available through the ***EduCard***. New assessment records and assessment costs are inter-actively entered into the ***Integrated Adult Education Data System***.

Once assessments determine the needs of the learner, a combination of counseling and interactive information technology is used to provide an impartial overview of all local programs that could meet the learner's needs. This will include information such as the educational objectives of the programs, cost to the individual participant (if any), duration and scheduling, location, special features, assessments of performance, satisfaction of prior participants, and certification status in accord with state and regional ***Program Quality Standards***. Once educational options are presented and discussed, the individual selects the program that best meets his or her learning goals. A quick check is made to insure that the program has an opening and the learner is referred to the program.

The learner "checks in" with the program of choice (*e.g.* appears at locations, downloads through a modem linked to a home computer, rents a portable interactive instructional module, or meets a tutor). Upon "checking in", the learner submits his or her ***EduCard***, which is used like a credit card to begin a billing process. This billing process is run through a system of ***Funding for Innovation and Performance*** that enables varied instructional providers to charge pre-approved rates for alternative educational services provided under varied conditions and time frames. Depending on the type of educational service provided, the learner may or may not undertake a skill achievement test with standard ***Performance Measures*** at the end of the learning process.

Upon completion of the program by learners, the prescribed cost for participation and test scores are entered into the ***Integrated Adult Education Data System*** for final payment to the program and certification of skills for the individual. The system of ***Funding for Innovation and Performance*** would provide bonus payments for agreed upon excellence in skill achievement by participants. If no skill assessment test is taken by the learner, a pro-rated billing is charged to funding sources through the participant's ***EduCard***.

The above services are provided within the context of policies and program support services developed through ***Collaborative Planning*** carried out by key education providers, business and other stakeholders. Advisory groups and planning councils would make or recommend policies and procedures for adult education with the support of an ***Adult Education Research and Planning Institute***. Prospective areas of responsibility for these bodies would be the above-mentioned ***Community Adult Education Information Services***, ***EduCard***, ***Program Quality Standards and Performance Measures***, ***Integrated Adult Education Data System***, ***Funding for Innovation*** and ***Performance***, ***Program and Staff Development Support***, ***Cross-Agency Linkage of Support Services***, ***Grants to Test Program Innovations***, and ***Teacher Certification Appropriate to Adult Education***.

The above process and supporting components will ultimately produce a more flexible, self-correcting and improvement-oriented network of providers responding to the needs of learners and commonly agreed upon standards of performance.

The Recommendations

Fourteen recommendations are presented to provide the above services. These are described briefly below:

- **Funding to Meet Today's Needs**. A greater investment by the State in adult education is needed to equip Californians with the skills required to sustain our quality of life and economic competitiveness. Immediate action must be taken to address a critical shortage of funds. The existing "CAP" on the number of adult learners that can be funded should be raised to accommodate the fact that the fastest growing parts of the California population and workforce are from the least educated groups. Reimbursement levels or unit rates should be adjusted to reflect the true costs of providing quality educational services to adults. And funding should be provided to adult schools in areas that have been excluded from state funds as a result of post-Proposition 13 adjustments.

- **Funding for Innovation and Performance**. Funding mechanisms should be reviewed and adjusted to encourage use of educational technologies, responsiveness to the diversity of educational clients, and development of alternative instructional methods. Most notably, funding should allow, and in some cases encourage, flexibility in the timing of learning and the provision of instruction in a wide range of settings (*e.g.* work sites, mobile learning centers, TV courses, modem-linked computer assisted instruction).

Facilities should be established to provide individuals with an impartial overview of available opportunities and assistance in selecting services which best meet individual needs.

- **Community Adult Education Information Services.** Regional, cross-agency facilities will be established to provide learners with an impartial overview of available educational opportunities and assistance in selecting services which best meet individual needs. These services will provide outreach and recruitment of the hard-to-reach, information about educational opportunities, assessment and counseling, certification of basic skills, and maintenance of comparable cross-agency data concerning the participation and achievement of individuals within educational programs. Each service center would be a counselor-supported electronic clearinghouse that would reduce duplication and time loss resulting from duplicate student intake, assessment and record keeping; and provide adults with the information needed to make intelligent choices about their educational activities.

- **EduCard$_{TM}$ (Adult Education Access Card).** Credit card technology should be used to empower learners with greater access to educational programs. An *EduCard* should be issued to all adults as they enroll in participating programs. With appropriate safeguards to assure confidentiality, this card would enable learners to access information on their educational records, eligibility for alternative programs, and certification of demonstrated skills. This information would be used to help place users in appropriate programs and assist their progression to further education and job placement. It would also reduce paperwork, streamline administrative costs, and facilitate the matching of private funds to public resources.

- **Linkage of Support Systems to Increase Access.** Efforts would be made to establish cross-agency policies concerning the provision of authorized support services, such as child care, transportation and medical resources to adults requiring such as a prerequisite to education.

- **Adjusting Priorities for the Future.** The existing ten authorized areas of instruction should be maintained. However, community and state needs should be periodically and systematically assessed, and adult education program priorities should be adjusted to meet these needs. Attention should be given to expanding the ten authorized areas of instruction to include the humanities, community issues and recreational learning.

Ultimately, quality standards and accountability must be defined as measurable goals and conditions. Without standard measures, there is no common and acceptable way to document performance.

- **Program Quality Standards and Performance Measures.** Standards should be developed and periodically adjusted to encourage instructional excellence and certification of required practices. Such standards should lead to a stronger, well-balanced and comprehensive curriculum. They should pertain to both traditional and non-traditional methods, as well as to instructional conditions for a variety of student populations. Common measures would be developed and used to document student skill attainment, satisfaction and self-esteem. These measures should also be used to assess individual educational needs and certify educational achievement. These scores could be aggregated along with cost data to assess program performance.

- **Integrated Adult Education Data System.** This Data System will provide a means of entering, retrieving and analyzing data that is accessible to both state and local users. Data to be stored might include student records, student and program performance data, program participation and descriptive data. Safeguards would be developed to protect personal privacy.

- **Program and Staff Development Support.** Computerized information and reference system software will be added to current efforts to modernize curricula, select and use instructional technology, improve the skills of adult education teachers and administrators, provide appropriate credentialing and certification systems, disseminate exemplary practices, involve business and other user groups in planning and delivering programs, and provide feedback mechanisms to ensure that program data are used to improve performance.

- **Teacher Certification Appropriate to Adult Education.** Adult schools should be given more flexibility for the selection and certification of teachers. The preparation and certification of teachers should reflect the needs of adult learning, not K-12 instruction. Adult education teachers should be certified on the basis of demonstrated mastery of skills and knowledge of their subject, instructional methods appropriate to adults, and performance of their students.

- **Facilities for the Future.** Adult education must have control over it own facilities if it is to ensure responsiveness to adult learning needs and learning environments appropriate for adults. Facility standards for adults should reflect adult learning requirements and therefore be exempted from those regulations which govern facilities for the education of children. To the extent possible, facilities for adults should be developed to utilize new educational methods and technologies in both classrooms and non-traditional settings (*e.g.* computer assisted instruction, educational television, etc.).

- **Special Grants to Test Program Innovations.** A limited grants program should be maintained to test and evaluate promising new ideas that have not yet been tried.

Adult education needs better coordination and capacity for planning. It also needs the ongoing involvement of business and other stakeholders to determine directions and priorities.

- **Collaborative Planning**. Councils and steering committees composed of key stakeholders should be organized to guide the development and maintenance of the strategic recommendations. These bodies should have multi-sector representation, and the involvement of business and user groups. A state group would be concerned with overall system design and the development of implementing state policies. Efforts will be made to develop and maintain ongoing links with local educators, business, and other stakeholders. During the first years of the Plan's implementation, these planning bodies may take the form of interim steering committees.

- **Adult Education Research and Planning Institute.** A research and planning institute should be established to provide research and policy development for adult education. This institute should be staffed by high quality research and planning professionals.

The above fourteen recommendations have been developed systematically to meet multiple goals. Each recommendation has stand-alone value. However, the full payoff and impact of these proposals is linked to their simultaneous application.

Current plans call for establishing the proposed components in all counties wishing to participate by the year 1995.

The Future is Made Today

The initiatives proposed in this plan are far reaching and innovative. Further, they have been developed with an eye to the technological resources that will be available and affordable in coming years. Despite the far reaching nature of this plan, every recommendation set forth is both affordable and technically possible today.

Technical skill and resources will be critical to achieving these goals. However, they are not the most critical ingredient. The most essential ingredient will be the ability of our state to meet wide scoped educational needs with an equally wide scoped response. Stakeholders in the future of adult learning -- whether they be education providers, businesses, adult learners, or concerned citizens -- must develop a collective will to act today to meet the educational needs of tomorrow.

Chapter 1
PLANNING FOR TOMORROW

This plan proposes an all out effort to improve adult skills and catalyze broad-based commitment to learning that meets the challenges of tomorrow. It provides a compelling case for increasing funds to adult education and proposes bold steps to improve the accessibility and outcomes of adult learning.

As we approach the 21st Century, California faces challenges and opportunities that will make adult education a critical priority.

Coming decades will bring tremendous opportunities. The State's economy is likely to produce a surplus of challenging jobs. Exciting careers will be possible. New technologies will be available to improve the quality of our lives and the productivity of our economy. The present cycle of poverty, underemployment, welfare and crime could be broken.

This promising future will depend on education. California's economic competitiveness and quality of life will depend on the skills, problem-solving ability, initiative, creativity, and cooperation of our entire population. In order to cope with massive demographic and technological changes, Californians will need to learn throughout their lives. All individuals --whether they are middle-class, poor, non-English speaking, or minorities -- will need opportunities to acquire the competencies required to participate fully in the world of the 21st Century.

Education for an Era of Adults

The 1990's herald an "era of the adult". The same demographic trends that made the 60's and 70's an era of youth are now focusing attention on adults. The large post-World War II "baby boom" generation is well into adulthood. This generation is facing a world that is more volatile, competitive and complex than ever before. New skills and more knowledge are necessary today. And they will be even more necessary tomorrow.

Much must be done to catch up with the present let alone prepare for the future. California, as other states, is confronting major shortages of skill within its adult population. More than one quarter of California's adults have basic skills that do not equal the high school level, and many have skills far below this level. At the same time, economic and technological changes are creating a need for life and work related skills that are significantly greater than those of the past. Further, population trends are moving us rapidly toward a shortage of entry-level workers which no longer allows us to waste human resources. These skill shortages pose a serious threat to the economic and social well being of our state.

We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to making learning accessible and relevant to diverse groups. It will also require educational approaches that generate excitement about learning and confidence in the ability to learn.

But adult educational needs do not end with those lacking basic skills. New knowledge and skills are required to raise children, deal with medical and health decisions, and prepare for jobs and careers. We are also being required to make informed personal and civic decisions about increasingly complex social and public issues. Daily, adults are faced with problems for which they've had little or no educational preparation. Traffic congestion, smog, toxic wastes, drugs, child care, homelessness, product safety, AIDS, water distribution, and the ever-increasing costs of housing, utilities, insurance and medical care are but a few of the issues confronting today's adults. Educational providers can and must be at the forefront of efforts to provide information and forums that encourage informed responses to the issues of our time and future.

Educators, business, government and community organizations must pull their efforts to make adult learning a focal activity of our culture. We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to making learning accessible and relevant to diverse groups. It will also require educational approaches that generate excitement about learning and confidence in the ability to learn.

Can We Meet the Challenge?

Educational programs for adults have responded heroically to social and economic problems throughout their history. For decades, these programs have met the literacy and citizenship training needs of generations of immigrants, provided critical training during World War II, and made education a valued part of life for millions of persons. The needs of today and tomorrow require the same commitment and willingness to adapt to changing conditions.

Adult education programs are at a historic juncture. Like the society they serve, they must use new tools and techniques to meet changing needs. The fundamental goals of education must be applied in new ways to better meet the challenges of today and tomorrow.

However, there are barriers to meeting the needs of tomorrow. One barrier is the complexity of California's adult education system. Countless statutes fund different and overlapping agencies which become progressively diverse at the local level. While diversity is a commendable and necessary result of local responsiveness, it has created an array of institutions and programs which are virtually unfathomable to individual users and policy makers. Funding and compliance requirements have also cramped responsiveness and innovation within educational programs. In some cases the non-existence or inadequacy of funding has made it impossible to provide service that truly meets educational needs. In other cases institutional compliance and funding regulations have cramped the ability of state and local educators to develop programs that serve students well through the use of technology and innovative delivery methods. Finally, the absence of efficiently collected data have made it all but impossible for state policy makers to justify the need for resources and for local educators to monitor and adjust their own programs. While available information indicates that most programs are working well, we simply do not know how they compare and how funds might best be used to meet future demands.

Adult education programs are at a historic juncture. Like the society they serve, they must use new tools and techniques to meet changing needs.

History and Purpose of this Plan

This plan is the first step in an ongoing planning process that will respond to the changing demands being placed on California's adult education system. It has been produced as a result of a long-term planning project initiated by the Adult Education Unit of the Youth, Adult and Alternative Educational Services (YAAES) Division of the California Department of Education (SDE). It was developed under the guidance of a twenty-six member Adult Education Advisory Committee appointed by State Superintendent of Public Education Bill Honig (See Coversheets).

The first goal of this project was to develop a long-term vision of adult education that would guide local and state policy makers into the 21st Century. It was undertaken to develop a roadmap and general direction, not a definitive destination. Over coming years, the findings and recommendations of this plan will be reviewed and adjusted by an ongoing participatory planning process that involves key educational providers and other stakeholders.

High priority has also been given to developing a plan that addresses how adult schools might coordinate with other educational providers to serve the needs of the state and its population.

The project was specifically charged with providing a plan for the adult schools and other adult services funded through the State Department of Education. However, high priority has also been given to developing a plan that addresses how adult schools might coordinate with other educational providers to serve the needs of the State and its population. Thus, we have focused attention on how to best provide learning opportunities to those who are not enrolled in high school or postsecondary programs leading to a college degree, yet who wish to improve their basic skills, employability or quality of life.

The proposals put forth in this plan present bold initiatives for changing and improving educational services to adults. However, they do not represent new goals for adult educational goals. They represent new approaches to better achieve these goals.

Building on the Heritage of Adult Education

We reaffirm the goals and principles that have guided the development of adult education over past decades. The basic mission of California adult education is as follows:

> ***To provide lifelong educational opportunities and services to persons over age sixteen who are no longer enrolled in the secondary school system. These opportunities and services are to address the unique needs of individuals and communities by providing adults with the knowledge and skills necessary to participate effectively as citizens, workers, family members, and consumers of goods, services and leisure.***

This mission has been, and should continue to be, guided by the following principles:

- **Encouragement of an Educated Population and Individual Development.** An educated population with a positive attitude toward learning is essential to individual self-worth and our societal wellbeing. Adult learning and the development of each person's potential must be actively encouraged.
- **Learning Throughout Life.** The accelerated rate of societal change requires that people have the opportunity to learn throughout their lives.
- **Equal Opportunity to Learn.** Educational services must be provided so that all adults have equal opportunity to participate.

- **Public Responsibility for Education.** A publicly-supported learning system is necessary to meet our social and economic needs, and to assist adults in achieving their fullest potential.
- **Accessibility and Alternative Learning Modes.** Educational programs must consistently provide alternative learning modes on a year-round basis so that all adults have educational opportunities which ensure accessibility and approaches to learning in which they feel comfortable.
- **Learning Achievement as the Measure of Success.** The real measure of educational effectiveness is how much and how well individuals learn as a result of participation.
- **Responsiveness to Many Needs.** Adult education programs must meet a combination of individual, family, community and state needs. They must be flexible enough to anticipate and respond to changing needs, periodically assessed to determine program priorities, and frequently modified to meet emerging needs.
- **Need for Partnerships.** Educational programs must be developed with the participation of state and local stakeholders from both the public and private sector.

For the adult learner, the future can bring easier access to educational resources and learning that is more closely tailored to individual needs.

The above mission and principles have remained remarkably constant over time. However, a torrent of social and economic changes is providing new tools and requiring new approaches to better serve these goals.

New Priorities and Directions

Adult education is at a historic crossroads. By moving proactively, we can create an educational system that better meets the needs of adult learners, our state, and those who run our adult education programs **(See Exhibit 1)**:

- For the adult learner, the future can bring easier access to educational resources and learning that is more closely tailored to individual needs. State-of-the-art technology can be used to make individuals more aware of the learning opportunities available to them, and to streamline the processes of enrollment and participation. Enhanced funding can make learning accessible to all and support instructional quality. Alternative approaches to learning can be made available to ensure that education is appropriate to and easily used by adults with different needs.

Finally, the process of feedback and certification can move progressively to competency assessments and away from "seat time" in order to ensure real gains to learners.

Exhibit 1
FUTURE DIRECTIONS FOR ADULT EDUCATION

From:	To:
For the Adult Learner:	
Instruction obtained primarily in classrooms.	Use of technology and alternative methods to provide learning at any time any place in multiple settings (*e.g.* on-the-job training, lectures, tutors, computer-assisted instruction, TV courses).
Limited knowledge of education programs and opportunities.	Greater knowledge about all available learning opportunities.
Slow and redundant determination of eligibility for different programs.	One stop determination of eligibility for and availability of programs.
Limited and unequal access to educational programs.	Greater and more equal access throughout State.
Educational conditions dominated by youth oriented facilities and resources.	Educational resources and facilities that are developed for adults rather than children.
Educational achievement measured by time spent in instructional programs.	Educational achievement measured and certified by demonstration of competencies rather than "seat time".
For Society and the State:	
Inadequate educational to ensure economic competitiveness and social well-being.	Educational capacity to ensure an economically and socially productive adult population.
Instructional programs limited primarily to basic skills.	Regular review and prioritization of areas of instruction to meet changing needs.
Casual use of evaluation data to improve programs and accountability.	More systematic use of student achievement and program cost data to evaluate and improve programs.
For the Adult Education System:	
Secondary status as an educational provider with limited freedom to develop programs for adult needs.	Status as an equal partner with K-12 and higher education with autonomy to better meet adult needs.
Relative autonomy among providers.	Use of common measures and information systems to foster greater coordination and cooperation.
Limited funding relative to demand and no funding for many counties.	Adequate funding to meet needs and funding for all geographic areas.
State reimbursement limited to classroom attendance.	Reimbursement and funding for alternative educational methods.
Funding cycles that make it difficult to plan and maintain quality staff.	Use of information technology to expedite funding and stabilize planning.
Minimal use of technology.	Greater use of technology to improve learner access, instruction, and administration efficiency.
Collection of data primarily to meet compliance requirements.	Use of data to assist learners, improve programs and meet compliance needs.
Responsiveness at local level with episodic planning for the future.	On-going participation among stakeholders and planning to make adult education both responsive and proactive.

- For our state and the economy, we can create the capacity to ensure that our adult population has the education and skills to build a competitive economy and better quality of life. Student achievement and program data can be used to guide the improvement of programs so that they provide maximum return to the taxpayer. These data can also guide periodic reassessment and prioritization of instructional areas so that the content of adult education remains attuned to state and local needs.

- For those who administer and teach adult education, added funds and the use of technology can provide the resources and arrangements needed to respond to tomorrow's challenges. New resources can be developed to make adults more aware of programs and encourage their participation. New technologies and alternative instructional methods will provide the flexibility to improve program responsiveness. Procedures for collecting and processing of data can be changed so that information serves the needs of students and schools as well as meet compliance requirements. New technologies can cut paperwork, enrich educational activities, and reduce administrative workloads. Finally, participatory planning and policy setting processes can be instigated to facilitate needed changes and establish adult education as a critical pillar within California's educational system.

This plan proposes nothing less than an all out effort to improve adult skills and catalyze broad-based commitment to learning that meets the challenges of tomorrow.

This plan proposes nothing less than an all out effort to improve adult skills and catalyze broad-based commitment to learning that meets the challenges of tomorrow. However, it does not propose a radical restructuring of existing educational institutions and programs. Rather it proposes development of new ways to deliver education and facilitate learning that will galvanize the participation and achievement of individuals, improve the responsiveness and outcomes of programs, systematically establish educational priorities, and build upon existing successes within our educational system.

The initiatives proposed in this plan are built upon the cornerstones of partnerships among stakeholders, and accountability to students and the community. They empower individuals to improve their skills, but require commitment and achievement. They provide greater freedom and enhanced resources to educators, but require greater responsiveness and accountability. They promise a better work force for business, but call for greater involvement. They offer a better quality of life for all, but require greater support from each of us.

Contents of the Plan

The proposals put forth in this plan are intended to ensure that adult education continually readjusts to meet the needs of a changing society. They reflect working goals that are to be reviewed and adjusted over time by an ongoing planning process composed of educational providers and other stakeholders.

This plan is a general road map for using the same technologies that are pushing us into an information age to serve the needs of individuals who live and work in an information society. It recommends increased funding for adult education and proposes bold steps to improve the accessibility and outcomes of adult learning.

The proposals put forth in this plan are intended to ensure that adult education will be a self-renewing institution that continually readjusts to meet the needs of a changing society. They reflect working goals that are to be reviewed and adjusted over time by an ongoing planning process composed of educational providers and other stakeholders in the future of adult education.

The following chapters define current and future needs and describe how the adult education system will meet these needs. The plan has seven chapters dealing with the following issues:

- Nature and History of the Plan
- Long-Term Needs for Adult Education
- Nature and Performance of Adult Education Providers
- Guidelines for Long-Term Planning
- Proposals for Components of Tomorrow's Adult Education System
- Steps for Developing the Proposed System
- Importance of Planning Today for the Future

Trends and projections of future needs for adult education present an awesome and critical challenge to our state. If this challenge is not met, it will undercut our economy and our quality of life. This plan is presented with the belief that attention to the future enables us to create and shape our the future.

Chapter 2

LONG-TERM NEEDS FOR ADULT EDUCATION

Significant social and economic changes will dramatically alter the nature of California's population, and require educational institutions to recast both the content and delivery of adult education.

As we approach and enter the 21st Century, California will be swept into a typhoon of intensifying economic and social change. These multiple waves of change will require many adjustments from individuals and the institutions that serve them.[1]

The need for adult education within California is growing and changing. Four key trends and changes will have particular impact on California's Adult Education System. They are:

- Need to Combat the Skill Gap
- Need to Serve More People
- Need to Increase Access and Delivery Options
- Need to Balance and Diversify Programs

These four areas of social and economic change do not reflect all the areas and issues that will impact Adult Education. Nor do they include unpredictable events. However, they do focus on predictable areas of change that will require new responses and commitment.

Need to Combat the Skill Gap

California, like the rest of the nation, confronts a growing "skill gap" between the increasing demands of work and life and mounting skill deficiencies among large portions of its population. For individuals and society, this gap is

1 This chapter summarizes a background paper prepared for the Adult Education Advisory Committee (See Fred Best, ***Adult Education Needs for a Changing State: Discussion Paper on long-Term Adult Education and Training Needs in California***, Pacific Management and Research Associates, Sacramento, November 18, 1988).

undercutting our state's quality of life. For the economy, this gap between job requirements and skill is being aggravated by a decline in the number of entry age workers.

INCREASING SKILL REQUIREMENTS

Pushed by international competition and fueled by technological innovation, California is leading the nation into a post-industrial era of "high-tech" industries and a staggering diversity of services. This change is occurring rapidly, and it is requiring new and greater skills for work and our daily lives.

California, like the rest of the nation, confronts a growing "skill gap" between the demands of work and life and mounting skill deficiencies among large portions of its population.

The jobs of tomorrow will shift progressively into new industries and new occupations. Just as the archetype work setting has already moved from the work bench and factory floor to the office desk and telephone, tomorrow's work setting will become the micro computer with a "desktop" screen and service work stations supported by international information technology.[2] The progressive transition from the farm to the factory, then from the shop floor to the office, is now pushing us toward work settings held together more by electronic linkages then halls and rooms.[3]

The California work force has already left the farm. California remains an agricultural power due to technologically supported productivity, but scarcely 3 percent of the state's workers hold jobs in this sector. Technological change and international competition are also shrinking the proportion of workers in manufacturing - specifically from 26.9 percent in 1960 to 18.9 percent in 1985, and a projected 17.6 percent by 1995 **(See Exhibit 1)**. Service and information industries have been and will be the growth sectors. Employment in the service sector is predicted to climb from 14.5 percent in 1960 to 27.4 percent in 1995 **(See Exhibit 1)**.

These changes will increase the basic skill requirements of most new jobs, and alter the skills required within long-established occupations.

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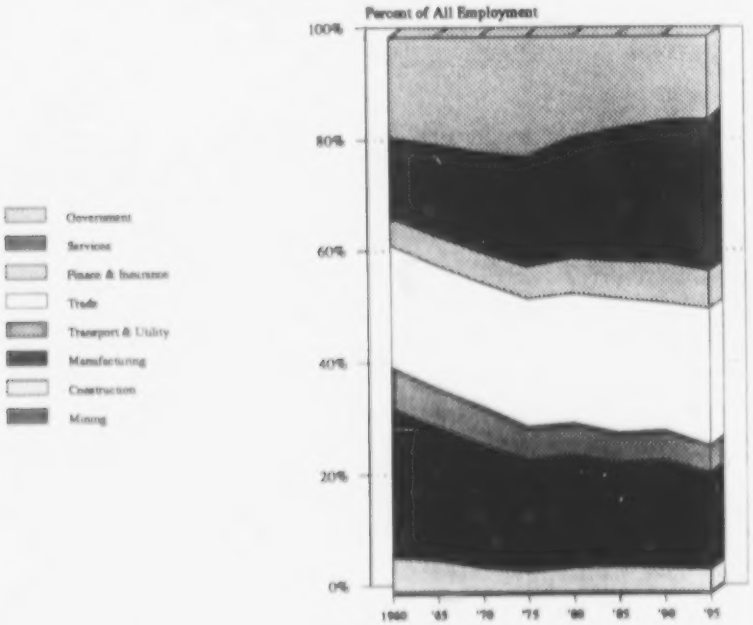
2 Fred Best, "Preparing California's Workforce for the Jobs of the Future", in Howard Didsbury (Editor), ***The World of Work Careers and the Future, World Future Society, Washington, D.C., 1983.***

3 Many social forecasters believe that we are moving away from office settings and toward "telecomputing" and "flexiplace" arrangements linked by computers and advanced telecommunications (Alvin Toffler, The Third Wave, Bantam Books, New York, 1980). While such arrangements may be important models of long term changes, change in the future is likely to focus on an increasingly sophisticated "electronic office" (Fred Best, "Technology and the Changing World of Work", The Futurist, April 1984, pages 61-66.

Exhibit 1

DISTRIBUTION OF CALIFORNIA EMPLOYMENT BY INDUSTRY, 1960 TO 1995



Source: ***California Statistical Abstracts, 1987***, Department of Finance, Sacramento, 1988, Table c-3, page 24; and ***Projections of Employment, 1985-1995***, Employment Data and Research Division, Employment Development Department, Sacramento, 1988.

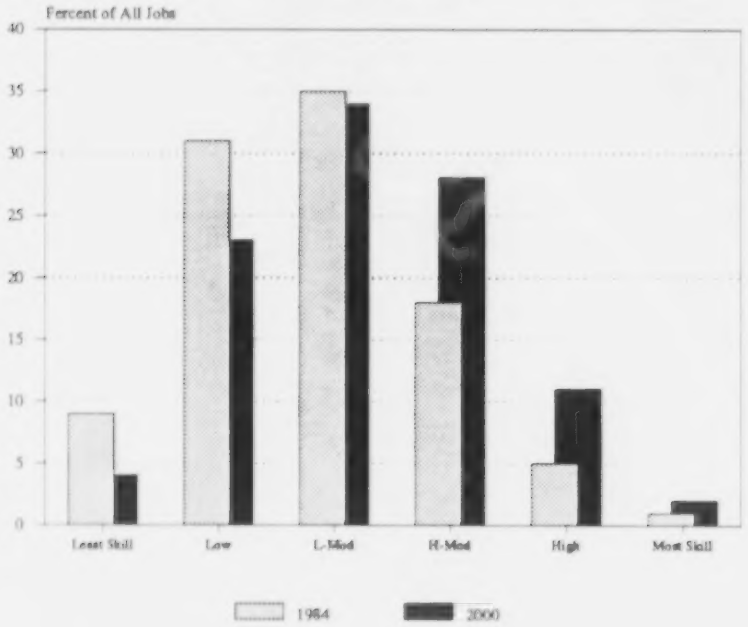
Note: These projections do not report agricultural and farm occupations, which provide jobs for approximately 3 percent of the work force.

A recent national study conducted by the Hudson Institute for the U.S. Department of Labor found that the basic skills required for the growth occupations of the future will require significantly higher levels of basic education. The median amount of education required for employment in 2000 will be 13.5 years compared to 12.8 years 1984.[4] Some 40 percent of employment in 1984 was found in lower skilled occupations, and only 27 percent of the jobs of the year 2000 will be the same in lower skilled occupations. Conversely, 41 percent of the jobs in 2000 will be in higher skilled occupations compared to 24 percent in 1984 **(See Exhibit 2)**.

4 William Johnston and Arnold Packer, ***Workforce 2000: Work and Workers for the 21st Century***, Hudson Institute, Indianapolis, 1987, pages 96-101.

Exhibit 2

DISTRIBUTION OF JOBS BY SKILL LEVEL GROUPS, 1984 AND 2000



Source: Workforce 2000: Work and Workers for the 21st Century, Hudson Institute, Indianapolis, June 1987, pages 96-101.

More than anything else, tomorrow's workers must have the basic skills that comprise the "ability to learn".

The job skill requirements of the future will not only be higher, they will be different. New occupations are being created with new skill requirements. Further, new technologies and working conditions are shifting the job specific skills of long standing occupations. For example, the occupational category of secretary remain a constant fixture in offices across the nation. But the job, and the skills it requires, is not the same as it was ten, not to mention twenty years ago. Requirements have shifted from use of ditto machines to photocopy machines, and recently from use of typewriters to the microcomputers with a myriad of software tools.[5]

Finding, let alone keeping, a job in the 1990's and 21st Century will be like aiming at a moving target. Workers and the institutions that provide them with training must maintain high standards and be up-to-date. And more than anything else, tomorrow's workers must have the basic skills that comprise the "ability to learn".

[5] Fred Best and Sherry Bell, *Labor Demand Forecasting for Los Angeles: Can Existing Systems be Improved?*, Los Angeles Business Labor Council, Los Angeles, September 1983.

SERIOUS SKILL DEFICIENCIES

The increasing skill requirements of life and work are not being matched by increasing skill attainment among an alarming number of Californians. Deficiencies of basic and specialized skills among a sobering number of our population threatens our economic well-being and the hope of decent quality of life for millions of California residents.

In overview, the educational attainment and skill level of the California population is on par with the national average. Median educational attainment for both the Nation and our State is about 12.5 years of education for adults over the age of 25 years.[6]

Deficiencies of basic and specialized skills among a sobering number of our population threatens our economic well-being and the hope of decent quality of life for millions of California residents.

The general trend of educational attainment is upward in the state. In 1977, some 14.8 percent of adults over age 25 had completed no more than 8 years of school. By 1987, this group had declined to 11.9 percent. At the other end of the educational spectrum, some 23.5 percent had completed four years or more of college in 1987 as compared to a lower 19.5 percent in 1977. As a result, average years of schooling has shifted upward slightly from 12.2 to 12.5 years

Despite the maintenance and improvement of educational attainment, the average level of skill attainment is not matching the skill requirements of the future. Some 79 percent of California's workforce of the year 2000 is already in the labor market. This workforce has a median educational attainment of 12.5 years - 1 year lower than the average 13.5 years of schooling needed for the year 2000 (**See Exhibit 2**).

A major reason for this gap between skill requirements and attainment is that educational achievement has not been equal among California's population. Most notably, there are significant differences among ethnic and racial groups. On average, Hispanics commonly fail to complete junior high school while other ethnic-racial groups have averaged high school education or more. Whites, Asians and Blacks are roughly equal in years of school attendance (Whites, Asians and Blacks averaged 13.3, 12.9 and 12.3 years respectively in 1987).[7] In contrast, Hispanics averaged between 9 and 9.6 years of school completion during the 1977-87 period.

The educational gap between Hispanics and the rest of the state is dramatized by comparing benchmarks of achievement.

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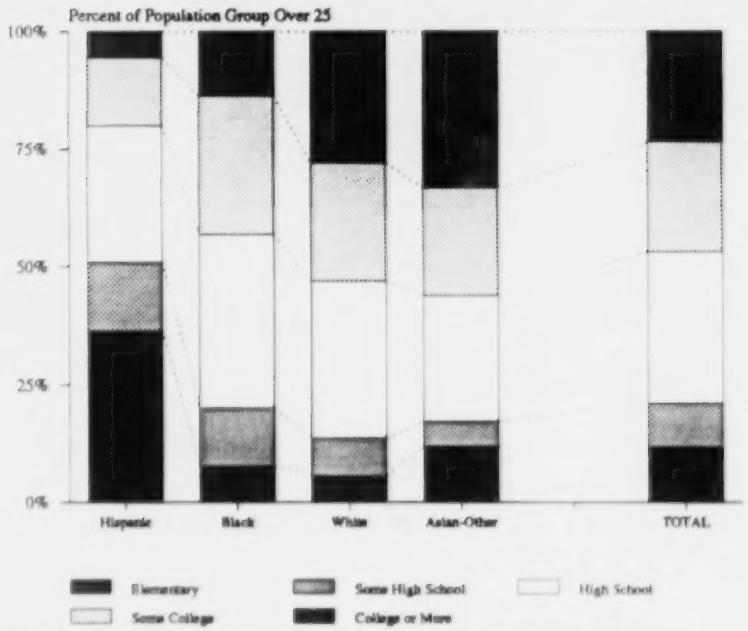
6 State estimates come from breakdowns of recent Current Population Survey (CPS) data provided courtesy of the Department of Finance. National data is cited from ***Statistical Abstracts of the United States, 1988***, Bureau of the Census, Washington, D.C., 1988, Table 201, page 125.

7 Breakdown of March Supplement data from Current Population Survey respondents from California. These figures have been relatively consistent over the last ten years. Data provided by the California Department of Finance, Sacramento, November 1988.

Some 50.9 percent of Hispanics over age 25 have completed less than high school compared to 21.1 percent of the total adult California population. Almost half of the total population has completed at least some college compared to only 20.0 percent among Hispanics **(See Exhibit 3)**.

Exhibit 3

LEVELS OF EDUCATIONAL ATTAINMENT, SUB-GROUPS AND TOTAL CALIFORNIA POPULATION OVER 25 YEARS OF AGE, 1987



Source: Breakdown of March Supplement data from Current Population Survey respondents within California. Data provided courtesy of the Population Research Unit, Department of Finance, Sacramento, November 1988.

In 1987, some 21.1 percent of the total state population over age 25 had not completed high school, and 11.9 percent had completed no more than an 8th grade education.

The above overview of educational attainment suggests the scope of basic educational deficiencies. In 1987, some 21.1 percent of the total state population over age 25 had not completed high school, and 11.9 percent had completed no more than an 8th grade education **(See Exhibit 3)**. In absolute numbers, this translates to 3.5 million adults without a high school diploma and 2.0 million with no more than eight years of schooling.

Years of education does not necessarily equate to actual learning and skills. However, it is a reasonable indicator of educational achievement. Realistically, many who have left high school without a diploma have the skills and knowledge expected of a high school graduate.[8] Conversely, many who

[8] David Stern, James Catterall, Charlotte Alhadeff, and Maureen Ash, *"Reducing the High School Drop-Out Rate in California,"* California Policy Seminar, Institute of Government Studies, University of California, Berkeley, 1986, pages 26-27.

receive high school diplomas do not have the skills for which they have been certified. In sum, it seems realistic to assume that the number of persons who have not completed 12 years of school roughly reflects the number of Californians who have some basic educational deficiencies, and the number with no more than eight years of schooling have serious basic educational deficiencies. In accord with previous figures, these assumptions suggest that about 21 percent or 3.5 million of California's adults are in need of Adult Basic Education.

Some 15 percent or 3.1 million of California's 20 million population over age 14 had "significant literacy performance deficiencies" during 1987.

Another indicator of faltering skill attainment comes from studies of illiteracy in California. A study conducted by SRA Associates conservatively estimated that 15 percent or 3.1 million of California's 20 million population over age 14 had "significant literacy performance deficiencies" during 1987.[9] These estimates indicate significant variations of illiteracy on the basis of ethnic and racial classification. Specifically, some 23.9 percent or 890,121 of the 3,724,355 California Hispanics over age 14 were estimated to have literacy deficiencies. Some 26.5 percent of Blacks and 28.3 percent of Asians were also estimated to have a similar level of deficiency. While only 9.8 percent of Whites had literacy deficiencies, they constituted the largest absolute numbers of illiterate persons **(See Exhibit 4)**. Further, the authors of this study stress that the level of literacy deficiencies is likely to be significantly higher than their reported figures.[10]

Exhibit 4

CALIFORNIA POPULATIONS OVER AGE 14 WITH SIGNIFICANT LITERACY DEFICITS BY ETHNIC-RACIAL CATEGORY, ESTIMATES FOR 1987

Ethnic-Racial Group:	Total Population Over 14:	Number with Literacy Deficit:	Percent with Literacy Deficit:
White	13,545,153	1,327,425	9.8%
Hispanic	3,724,355	890,121	23.9%
Asian and Other	1,646,628	464,349	28.2%
Black	1,484,592	393,413	26.5%
Total State	**20,400,728**	**3,075,308**	15.1%

Source: Donald Dixon, Merrill Vargo and Davis Campbell, ***Illiteracy in California: Needs Services and Prospects***, SRA Associates, 1987.

Using projected proportions of ethnic-racial groups as a conservative basis of forecasting the future size of California's

9 Donald Dixon, Merrill Vargo and Davis Campbell, ***Illiteracy in California: Needs, Services and Prospects***, Paper prepared for the State Department of Education, SRA Associates, July 1987, pages 23-33.

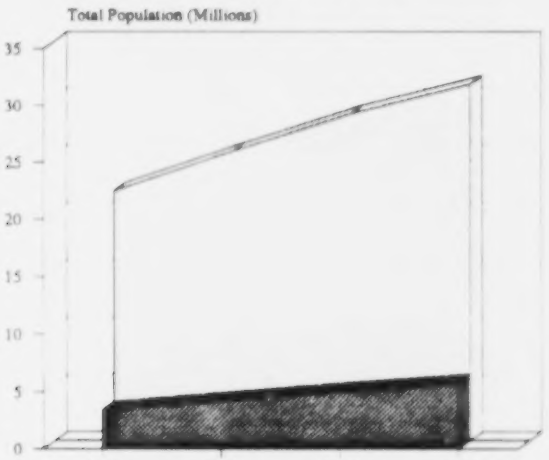
10 These estimates were based on a 1979 literacy assessment survey. Since that time, the influx of non-English speaking immigrants has grown faster than expected - most notably for Asians and Hispanics, and high school dropout rates have been high (*Ibid.*, pages 20-22).

illiterate population, it is estimated that the proportion of the California population over age 14 that have literacy deficiencies will increase from an estimated 15.1 percent in 1987 to 18.6 percent in 2020. In absolute terms, this would mean that some 4.2 million persons would have literacy deficiencies in the year 2000, and that this group could increase to 5.8 million by 2020 **(See Exhibit 5)**. Once again, these projections based on conservative estimates of current literacy deficiencies in California.

The proportion of the California population over age 14 that have literacy deficiencies will increase from an estimated 15.1 percent in 1987 to 18.6 percent in 2020.

Exhibit 5

ESTIMATED NUMBER OF PERSONS OVER AGE 14 WITH LITERACY DEFICIENCIES COMPARED TO TOTAL CALIFORNIA POPULATION, 1990-2020



	1990	2000	2010	2020
Total Population	21.738	25.198	28.48	31.072
Literacy Deficient	3.413	4.242	5.062	5.792

Source: Projections calculated with census data using estimates of literacy deficiencies provided in Donald Dixon, Merrill Vargo, and Davis Campbell, ***Illiteracy in California: Needs, Services and Prospects***, SRA Associates, 1987.

Will the proportion of adults with skill deficiencies increase or decrease? Review of the two major causes of adult educational deficiencies indicate that it will. First, an alarming number of school-aged youth are dropping out of school or failing to learn while in school. Large portions of these "youth-at-risk" ultimately become "adults-at-risk" with basic educational deficiencies. Second, immigrant adults and their children frequently do not have formal educations from their native countries, and when they have, they may still have language handicaps resulting from the need to master English.

Current trends indicate that unsuccessful completion of K-12 education is likely to continue as a cause of adult basic educational deficiencies. Statewide high school attendance rates indicate the extent of the drop-out problem. Between 1980 and 1987, the percent of students entering ninth grade that failed to complete twelfth grade has fluctuated, around 30 percents.[11]

Unless a significant turn-around is achieved concerning attrition from high school, and immigration slows significantly, the proportion of adults with some measure of language and basic educational deficiencies is likely to grow.

While some school age youth who leave school or fail to earn a high school diploma at age 18 return for a GED or other equivalency certification before age 24, most do not. State GED and other equivalency degree records indicate that over the six year period after high school graduation age, only a very small number of students obtain equivalency degrees.[12]

The key forces causing skill deficiencies show no signs of abating. High school attrition rates indicate a persistence, if not growth, of K-12 drop out rates. Similarly, immigration rates, which will be discussed in the next section, show no signs of slowing down. Unless a significant turn-around is achieved concerning attrition from high school, and immigration slows significantly, the proportion of adults with some measure of language and basic educational deficiencies is likely to grow.

THE LABOR SHORTAGE COMPLICATION

The seriousness of the gap between skill attainment and skill requirements will be intensified by a shortage of young entry-level workers.

On a national level, demographic trends are causing shortages of entry-level labor. The basis of this problem is that the younger age group following the large "baby boom" generation is smaller. As a result, there will be fewer entry level workers in coming years.

For California, the demographic causes of labor shortages are not as alarming. Coming years will see a clear dip in the number of entry level workers. However, the labor supply impacts will not be as serious because international immigration and high birth rates among the non-white population have contributed to a younger population that is larger than the national average.

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11 Fred Best, ***Vocational Education at a Crossroads: A Preliminary Assessment of the Impacts of Senate Bill 813 Graduation Requirements on Vocational Education and "High Risk" Students***, Report prepared for Superintendent Bill Honig, Pacific Management and Research Associates, Sacramento, June 1986, pages 20-34.

12 ***Tomorrow's Workers at Risk***, Youth Subcommittee, California State Job Training Coordinating Council, Sacramento, 1985, pages 10-13.

Unfortunately, a less intense shortage of entry-age youth does not translate to an adequate supply of labor. Disproportionate numbers of California's younger population come from minority and immigrant backgrounds which tend to be deficient in English and other basic skills required for most jobs. As a result, employers cannot expect to compensate for skill shortages among our existing work force by hiring qualified younger workers.

Employers cannot expect to compensate for skill shortages among our existing work force by hiring qualified younger workers.

The skill gap is particularly serious in the areas of literacy and basic computational abilities. This problem is not only felt by individuals who cannot read newspaper cartoons to their children or write a check for needed money, but by business and the economy. For example, one employer reported $75,000 in damages because a worker could not read the word "counter-clockwise" in the installation of an air blower. Similarly, some insurance companies report that they must return over 70 percent of their correspondence due to literacy related skill deficiencies. On a national level, it has been estimated that business loses around $25 billion a year due to waste, accidents, production delays and mistakes resulting from illiteracy in the work place.

Need to Serve More People

Population trends will greatly increase the demand for adult education. First, there will simply be a larger population to serve. Second, a larger portion of tomorrows population will be adults over age 18, and a larger proportion of these adults will be in groups that have traditionally participated most adult education. For these persons, the provision of adult education will provide one of the most important "windows of opportunity" for the pursuit of productive and rewarding lives.

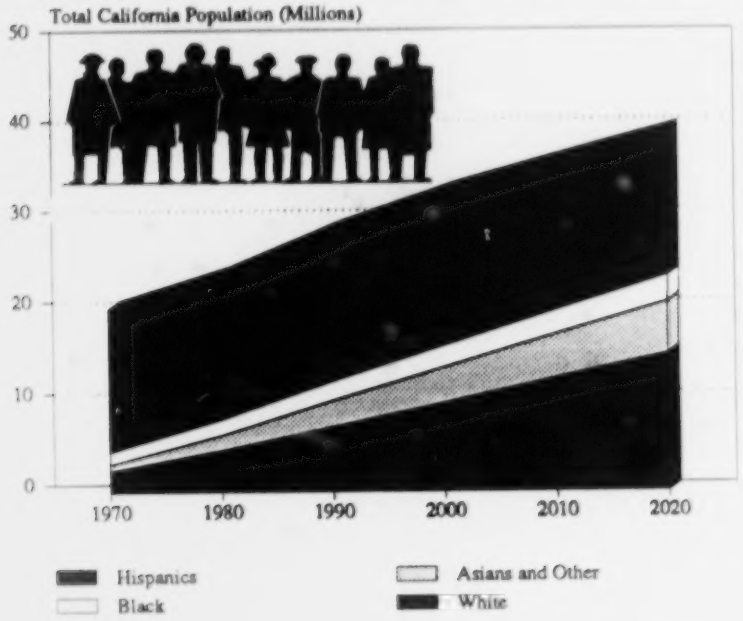
GENERAL POPULATION GROWTH

In absolute numbers, the growth of California's population will be phenomenal. Between 1980 and 2020, the state's population is expected to increase some 67 percent from 23.8 million to 39.6 million persons (**See Exhibit 6**).[13]

13 *Statistical Abstracts of the United States*, 1988, Bureau of the Census, Washington, D.C., 1988, Table 21, pages 18 and 19

Exhibit 6

CALIFORNIA POPULATION GROWTH BY RACIAL-ETHNIC CATEGORY, 1970-2020



Source: California Department of Finance, Sacramento, November 1988.

Population growth during the next two decades is expected to come from births and net gains due to migration. For the period of 1970 through 1985, population growth was split almost evenly between these two sources.[14] However, a combination of fertility rates, death rates resulting from growth in the older population, and a persistent flow of immigration are expected to make net immigration the principal source of population growth. While unforeseen political and economic conditions may alter current forecasts, it is expected that most of this growth will come from legal or illegal immigrants who come directly from other nations or indirectly through other states.[15]

Population growth will not be even across the state. Lake County, the fastest growing county, will experience a 47 percent population increase between 1988 and 1997. In contrast, Marin County, the slowest growth area, will increase

14 *California Statistical Abstracts, 1987*, State of California, Sacramento, 1988, Table B-1, page 12.

15 Natural population growth resulting from births minus deaths is expected to approach a replacement rate for two reasons. First, fertility rates are expected to gradually decline among all racial-ethnic groups to below replacement level. Second, the age distribution of the population will be shifted to older groups, creating a situation where deaths will more evenly counter-balance births (Leon F. Bouvier and Philip L. Martin, Population Change and California's Educational System, Population Reference Bureau, Washington, D.C., 1988, pages 59-62).

only 3 percent. For the most part, the most heavily populated counties of today are not expected to be the most rapidly growing counties of the next decade. However, the ten counties projected to be the largest in 1997 essentially represent the four population clusters of the Los Angeles basin, San Francisco Bay Area, San Diego and Sacramento. A decade from now they will constitute 73 percent of the state's population.

In sum, all areas of the state must serve more people and many counties will have dramatic increases in the number of people.

MORE ADULTS AND GROUPS THAT USE ADULT EDUCATION

As we approach the 21st century, a larger part of California's population will require adult education.

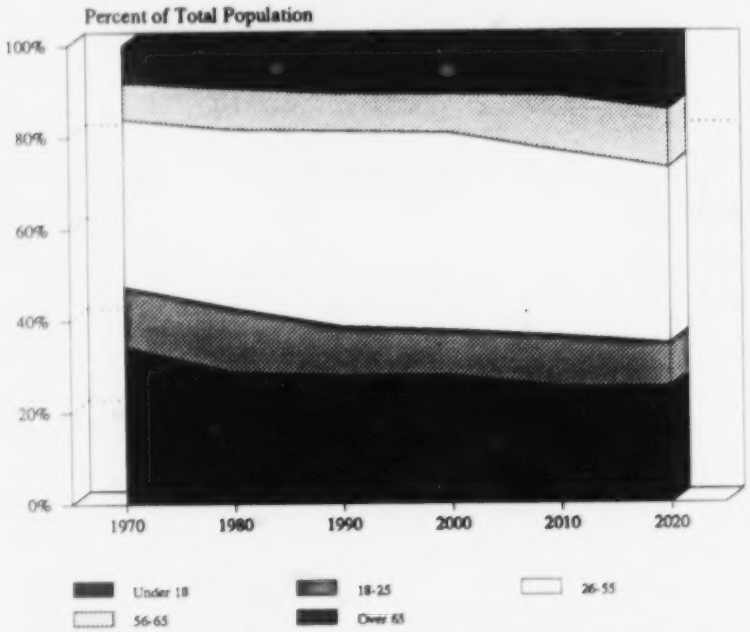
As we approach the 21st century, a larger part of California's population will require adult education. Between 1970 and 2020, the proportion of California's population over age 18 will increase from 66 to 75 percent. Further, the groups that traditionally use adult education will grow faster than the adult population in general. Education, which has traditionally been concerned with preparing youth for life, must do more to serve adults.

Coming decades will bring an "era of the adult" which will place higher priority on the education of adults. The large post-World War II "baby boom" generation is now in its 30's and 40's. Just as this generation fostered a youth-oriented era during the 1960's and 70's, they will focus attention on the need of adults in the 1990's and 21st Century.

This trend, coupled with increasing life expectancy and a relatively small population of youth and young adults, will cause profound changes in the age profile of California and the nation. The proportion of the California population over age 65 is expected to grow from 8 percent in 1970 to 14 percent in 2020. Over the same time period, the proportion of the population under age twenty-five will slip from 47 percent to 35 percent, and the average age of the population will rise from 31 to 44 years (**See Exhibit 7**).

As the number of retired persons mounts over coming decades, the growing number of elderly adults with the need and time for education will place new demands upon the providers of adult education.

Exhibit 7
CALIFORNIA POPULATION BY AGE



Source: Department of Finance, State of California, Sacramento, November 1988.

More Retirees with Time for Education

The number of retired persons will mount over coming decades. This growing number of elderly adults with the need and time for education will place new demands upon the providers of adult education.

The "young old", those in their sixth decade of life, are likely to increase the demand for "leisure-oriented" learning (*e.g.* arts, humanities, crafts, etc.) and many in good health may consider retraining for second careers as alternatives to retirement.

Perhaps more important is the growth of the "very old" population. As a result of increased life expectancy and larger numbers of aging adults, the proportion of persons over age 75 will grow dramatically. Between 1985 and 2000 the California population over 85 will increase 81 percent compared to an increase of 59 percent for those aged 75 to 85 and 30 percent for those aged 70 to 74.[16] This group is likely to require special services from adult education.

16 *Population Projections for California Counties, 1980-2020 With Age and Sex Detail to 2020, Department of Finance,* State of California, Sacramento, 1983.

Projections from the California Department of Finance show that those over age seventy-five will expand from 3.0 percent of the population in 1970 to 5.2 percent in 2020. Further, the size of this "very old" population may be greater. For instance, a recent study conducted by the National Institute of Aging and the University of Southern California indicates that life expectancy in the future may be five to eight years longer than the most optimistic government projections.[17]

Educational Needs Steming from Ethnic and Racial Pluralism

One of the most profound changes occurring in California's population is its headlong rush to become a balanced multi-cultural state. Four great cultures and a multitude of racial groups are converging to create a society where no culture or race is the majority. California is well on the way to becoming a society shared by a people with roots deeply linked to Asian, Black, Anglo and Hispanic heritages.

One of the most profound changes occurring in California's population is its headlong rush to become a balanced multi-cultural state.

Trends and projections provide a vivid picture of a profound march toward ethnic and racial pluralism. Specifically, the percent of the California population that is white and presumably of Anglo background is projected to decline from a majority of 78 percent to a minority of 41 percent between 1970 and 2020. As the white population shifts to minority status, it will not be replaced by a single majority ethnic-racial group. Rather, other ethnic and racial groups will emerge as larger minorities. Specifically, the California population of 2020 will be composed of 8 percent Blacks, 38 percent Hispanics, and 14 percent Asians and other ethnic-racial groups **(See Exhibit 6)**.

The root of this projected transformation of California's ethnic and racial make-up stems from a tidal wave of foreign immigration and higher than average birth rates among most emigrant populations once they arrive in California.

A recent Population Reference Bureau study estimated that for the foreseeable future there would be a net legal and illegal immigration of 190,000 persons a year - a figure accounting for half of the population growth of the 1980-1990 decade. Some 53 percent of this immigration will be from Hispanic origins, two-thirds of which come from Mexico. Some 39 percent are estimated to come from Asian nations. Other studies estimate

17 Jack M. Guralnik, Machiko Yanagishita and Edward L. Schneider, "Projecting the Older Population of the United States: Lessons From the Past and Prospects for the Future", Ethel Percy Andrus Gerontology Center, University of Southern California, Los Angeles, 1988.

a much larger population growth from immigration.[18] Approximately 35 percent of this inflow was estimated to be illegal, mostly from Mexico.[19]

The impact of immigration upon California's population does not end with the arrival of foreigners. The birth rates of recently immigrated populations are commonly higher than those of the native population. Fertility rates for the white population will average 1.7 children per women compared to 2.3 for Blacks, 3.0 for Hispanics and 2.0 for Asians. By the year 2000 one quarter of all California Hispanics and almost half of all Asians between ages 3 and 24 will be immigrants or the children of immigrants who come to the state after 1980.[20]

A large portion of California's non-Anglo population are immigrants and upward mobile second generation citizens who have traditionally participated heavily in adult education.

A large portion of California's non-Anglo population are immigrants and upward mobile second generation citizens who have traditionally participated heavily in adult education. As in the past, these groups will need literacy training and basic skills education, citizenship preparation and employment training.

Workers Needing Training

As in the past and present, workers of the future will change jobs and careers. The average American worker changes jobs some twelve times during his or her worklife. Much of this change is internal change within the same organization or voluntary job change from one employer to another. Some of this change will be self-chosen and some will result from economic forces beyond the control of the individual.

The most cathartic job changes take the form of involuntary job loss, either temporary or permanent. Attention to "displaced workers" during the 1980's have lead many to be concerned about similar problems in the future. Some have postulated that automation and other forms of technological change will rampantly displace workers. While one cannot state "iron laws" about the future of job displacement due to technology, economic history tends to refute this fear in most

18 One study estimates that more than one million emigrants entered California illegally during the 1970's, a figure accounting for an annual average of over 100,000 (Thomas Muller, ***The Fourth Wave: California's Newest Immigrants***, The Urban Institute, Washington, D.C., 1984, page 6).

19 Leon F. Bouvier and Philip L. Martin, ***Population Change and California's Educational System***, *Op. Cit.*, pages 15-17, 59-62.

20 Leon F. Bouvier and Philip L. Martin, *Op. Cit.*, page 59.

cases, showing that technological displacement is an exception rather than the rule.[21]

In today's world, permanent loss of jobs will come primarily from a lack of economic competitiveness, in many cases on an international scale. For the most part, the absence or presence of significant job displacement in future years will be determined by whether we train skilled and motivated workers, then provide them with the technology to be competitive.

For the most part, the absence or presence of significant job displacement in future years will be determined by whether we train skilled and motivated workers, then provide them with the technology to be competitive.

Tomorrow's workers will need training and retraining. First, training will be needed to overcome skill deficiencies that have resulted from past educational shortcomings or immigration to a nation that requires a new language. Second, workers will need to learn new skills to remain competitive when skill requirements are changing for one's current job and career. Third, there will be a need for significant "skill retooling" as a result of permanent displacement from a declining industry.

Growth of Other Groups with Educational Needs

There are also a number of population groups that will place continuing and growing demands upon adult education. Five which require particular notice include single parent families, teenage parents, disabled adults, prisoners and parolees, and adults with health concerns.

- **Single Parent Families**. In 1987, California had 900,100 single parent households, up from 8.5 percent of all households in 1978 to 9.1 percent in 1987. About four-fifths of these single parents are women, 80 percent are working, and 40 percent have children under 12 years of age. Many of these single parents need educational services concerning child rearing, support services, and skills that will enable them to better support themselves and their children.

- **Teenage Parents**. Teenage parents, who may be living with their own families or as single parents, represent a small but important category of families. California is reported to have the second highest adolescent preg-

[21] The root of this assumption is that technological innovation allows workers and firms to produce greater amounts of better quality goods and services at lower costs. Firms can therefore sell products at lower prices, which causes consumers to buy more. This in turn requires employers to hire more workers to produce more. For example, after Henry Ford initiated the use of assembly line technology in his auto plants, he was able to reduce the work time required to produce a new car by 56 percent between 1910 and 1920. This lead to a 62 percent reduction in the price of his cars to consumers. Buyers who previously could not afford a car flocked to his show rooms. Sales increased ten times and employment in the Ford Motor Company grew from 37,000 to 206,000 in just ten years (Richard Vedder, ***Robotics and the Economy***, Staff Study, Subcommittee on Monetary and Fiscal Policy, Joint Economic Committee, U.S. Congress, Washington, D.C., March 26, 1982, pages 26).

nancy rate in the nation.[22] Approximately 140,000 California teenagers become pregnant each year and about 30,000 of these carry to full term.[23] Many of these births are given up to adoption, but many of these young mothers become children with children. They tend to be disproportionately minority, have average incomes far below the average, and commonly drop out of school. These teenage parents commonly need basic skills and special instruction on how to raise children and function in an adult world.

The characteristics of populations are largely set at birth and these characteristics will heavily influence the needs and priorities of society. For the most part, the future clientele of adult education is set and predictable.

- **Disabled Adults**. The Department of Developmental Services (DDS) reports the existence of 56,675 developmentally disabled clients, 45,520 of whom are over the age of 22. These persons reside in state hospitals, community care centers or in private homes. Four out of five are considered "ambulatory" or able to partially care for themselves. The number of developmentally disabled persons receiving services from DDS has increased a dramatic 49 percent since 1982. The decision by the State to move more of the developmentally disabled population from state hospitals to community care facilities will increase the demand for educational services for this group. Additionally, there are adults with "learning disabilities" who loose many support services at age 22. In order to live and survive in less structural community facilities, both these groups will need to learn more functional living and self-care skills.

- **Prisoners and Parolees.** The California prison population has grown much faster than the state population. The state prison system alone had 64,737 inmates in 1987 and is projected to have 97,710 by 1991. Beyond incarcerated inmates, the Department of Corrections also had custodial responsibility for paroles, jurisdictional placements and other prisoner classifications amounting to an additional 63,261 in 1988.[24] Available information indicates that over half the inmate population did not graduate from high school, and therefore require remedial education if they are to have a chance at rehabilitation. Growth of state, county, and California Youth Authority prison populations suggests expanding demands upon adult education from this group.

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22 An estimated 14 percent of teenage girls become pregnant and about one-fourth to one third of these give birth to a child (*Mom, Dad I'm Pregnant: A Special Report on Adolescent Pregnancy, Senate Office of Research*, California State Senate, Sacramento, October 1984, page 3).

23 *Data Matters: Topical Reports*, California Department of Health, Center for Vital Statistics, Advanced Report - California Vital Statistics, June 1984, Table 4, page 11.

24 Education and Inmates Programs, Brief ng, California Department of Corrections, Sacramento, October 1988.

- **Adults with Health Concerns.** General health issues may also require health and safety instruction within certain communities. The increasing costs of medical care and health insurance may foster a demand for classes dealing with preventive health care. Additionally, public instruction may be necessary to combat the continued growth of AIDS and substance abuse. Finally, countless studies a test to the value of physical education to the health, morale and motivation necessary for productive and successful lives.

One social scientist once remarked that "demography is destiny" - meaning that baring wars or major catastrophes, that the characteristics of populations are largely set at birth and that these characteristics will heavily influence the needs and priorities of society. For the most part, the future clientele of adult education is set and predictable. It will be diverse and there will be a larger number placing greater demands on our providers of adult instruction.

Need to Increase Access and Delivery Options

California has a progressively diverse population that requires diverse approaches for making education available to adults. Analysis of trends and countless observations from instructors and students underscore the urgency of finding ways to deliver adult education with more flexibility for time and place arrangements, and to provide alternative methods of learning that will be pertinent and approachable to persons from diverse backgrounds.

Analysis underscores the urgency of finding ways to deliver adult education with more flexibility for time and place arrangements, and to provide alternative methods of learning that will be pertinent and approachable to persons from diverse backgrounds.

- **Increasing Access to Racial and Ethnic Groups.** California is becoming progressively pluralistic in terms of its ethnic and racial make-up (**See Exhibit 1**), much of which is linked to first generation status, low socio-economic standing, and English illiteracy. Pluralism, in turn, begets a multitude of cultural differences and expectations. Educational approaches which work well for some groups will fail for others. High priority must be given to developing instructional methods and delivery strategies that make adult education accessible and approachable by persons from different cultures.
- **Making Education Accessible to Working Adults.** Most adults work, roughly 55 percent of women and 75 percent of men. Employment places major constraints on the time and place arrangements that are feasible for adults. Night classes are a major strategy for making education accessible to adults. But more delivery

flexibility is needed. Flexible scheduling, on-the-job instruction, computerized lessons, and other approaches must be encouraged to increase accessibility.

- **Providing Access to Dual-Earner Families and Working Parents.** Working woman and working parents have become the norm rather than the exception.[25] In 1988, some 78.5 percent of all married workers had working spouses, up from the 73.9 percentage of 1981. Some 5.1 million or 74.4 percent of all California parents with children under 18 worked in 1988.[26] These trends are making life more complex and less flexible for a growing number of Californians.[27] The increasing prominence of these conditions make it imperative to develop programs that provide child support or the maximum flexibility for choosing the time and place of educational activities.
- **Bringing Education to the Older Population.** Growth in the retirement age and "very old" (over 75) populations will also require delivery approaches and instructional methods that are tailored to the elderly population. The healthy old are likely to require methods that are appropriate to their age and wisdom. The very old and ill will require educational services that come to them.
- **Attracting Dropout Youth and English Speaking Non-Readers.** Fear of failure and social stigma are major barriers to those who have had unsuccessful experience in school. Alternative approaches, possibly with counseling and community outreach, are necessary to identify and involve adults in need of basic educational services. Individualized one-to-one instruction, special efforts to develop self-esteem and confidence, low-visibility programs, and computer assisted instruction are some of many delivery and methodological options that are likely to be needed in coming years.
- **Encouraging Participation in Prison Populations.** Prison populations, which are growing rapidly, need special delivery approaches which deal with security and the need to attract and maintain participant interest.
- **Serving Disabled Adults.** The diversity of disabled adults requires wide-ranging innovation in the delivery of educational services. This group, perhaps more than

25 Howard Fullerton, "Labor Force Projections: 1986 to 2000," *Monthly Labor Review*, September 1987, page 21.

26 Data calculated from a California breakdown of the March 1987 Supplement of the Current Population Survey, provided courtesy of the California Department of Finance.

27 Howard Hayghe, "Families and the Rise of Working Wives", *Monthly Labor Review*, May 1976, pages 12-19; Fred Best, "Changing Sex Roles and Worklife Scheduling", *Psychology of Women Quarterly*, Winter 1980; and Janet Zollinger Grele, "Changing Sex Roles and Family Structure", Social Policy, January-February 1979.

others, may benefit most dramatically from exploding advances in educational technologies.

Development and delivery of programs which are appealing, accessible and relevant to the diverse needs of California's population will be a major determinant of the future success of adult education.

Need for a Balanced and Diverse Program

Basic education and literacy training will clearly be in great demand. However, there will also be demand for instruction in many other areas.

The growing diversity of California's population will also create demands for instruction on a wide variety of topics. Basic education and literacy training will clearly be in great demand. However, there will also be demand for instruction in other areas:

- **Literacy and Basic Education.** The demand for literacy training and adult basic education will be with us for many years to come. The key issue for these areas of instruction is how large the demand will become and whether it will be possible to balance our need for such programs with the demand for other types of instruction.

- **Older Adults.** California and the Nation have aging populations. We will have progressively larger numbers of retirement age and "very old" senior citizens. This will recreate a need for programs dealing with topics such as transitions to retirement, post-retirement careers, health instruction, and financial planning.

- **Recurrent Vocational Training.** Economic and labor market changes are hallmarks of our times. There will be constant demand for instruction in areas such as recurrent job training, mid-career job search strategies, and modular job skill training.

- **Parent and Family Care Training.** The family has undergone and is undergoing radical changes. This requires the sharing of information and education about how to carry on family responsibilities within the increasingly complex context of work and a changing society. We are currently experiencing a "mini-baby boom" as the "baby boom" generation of the 1950's have children of their own. This same generation is also being confronted with the need to care for their aging parents. Obtaining knowledge and skills in parenting

and family issues will be an important concern for many Californians.

- **Citizenship Training.** The constant stream of immigration into California will produce a continuing demand for citizenship programs. Further, among our native born there is a need for ever higher levels of civic competence as the demands of democracy become more complex.

Approximately half of our young people enter post-high school adult life with no plans to pursue a college or university education. Others, well into adult years, are in need of basic education. The costs of ignoring this "forgotten half" are harsh. We cannot compete economically with half our population. Nor can we maintain a democracy, fight crime and drug abuse, or build common interests if we do not share a common heritage of knowledge and skills.

- **Special Populations.** Special population groups such as the disabled and incarcerated are growing. In many cases, this will create a demand for instruction in areas such as transitions from institutions to the community, use of enabling technology, and job search techniques for parolees.

- **Humanities and Arts.** Despite elimination of public funding for courses in the areas of the humanities and arts, demand continues from many sources. Better accommodations are needed between current funding restrictions and demand for such programs. Such programs do not deal with basic educational essentials. However, they have great importance to our common human needs for enrichment and inspiration. We must not fail to meet the demand for basic education. Nor can we turn our back on areas of study that involve us all in the appreciation and creation of culture.

The future providers of adult education must balance many needs. In many cases this will require tradeoffs and efforts to accomplish more with the resources at hand. For many, adult education will be the link that enables adults to build potentials and skills that were lost or foregone in prior years. These potentials may be job skills to become more productive and self-sufficient. They may be basic literacy to function as an equal in a free society. Or they may be the pursuit of learning that has inner value. All these goals are important, and plans must be made today to ensure that adult education can meet these goals tomorrow.

Serving the "Forgotten Half"

Emerging trends present compelling justification for creating a new balance of educational priorities. Since the 1940's, the California educational agenda has been dominated by the goals of preparing youth through the K-12 system, and providing college and university educations to those demon-

strating the appropriate personal and academic pre-requisites.[28] But these commitments serve the needs of only half our society, half our economy and half our population. Approximately half of our young people enter post-high school adult life with no plans to pursue a college or university education. Others, well into adult years, for reasons of immigration or past educational shortcomings, are in need of basic education. Still others, many with college educations, have the need to develop skills and knowledge in a variety of areas.

The costs of ignoring this "forgotten half" are harsh. We cannot compete economically with half our population. Nor can we maintain a democracy, combat crime and drug abuse, or build common interests if we do not share a common heritage of knowledge and skills.

For our society to be the human and economic success that matches our American heritage, we must refocus our educational priorities to provide the skills and knowledge to ensure that all our people are productive workers, informed citizens and successful individuals. Further, we must provide the programs and links which allow all adults to progress to higher educational attainment and the pursuit of learning as self-enrichment.

[28] *The Forgotten Half: Non-College Youth in America*, Commission on Work, Family and Citizenship, Washington, D.C., 1988.

Chapter 3

TODAY'S PROGRAMS AND THEIR PERFORMANCE

Despite reduced public funding, providers of adult education have been responsive to growing needs. However, the diversity of providers has created a vast array of programs that is not easily understood by adult learners and for which there are few reliable measurements of performance.

Californians can avail themselves of a vast array of adult education programs. These are provided by a range of institutions, including public schools, community colleges, universities, libraries, proprietary schools, training centers, businesses, and numerous community organizations.

This federation of adult education is nationally respected for its scope, performance, and responsiveness to changing needs. Since the mid-19th Century, adult schools and other providers have educated waves of immigrants, played key roles in the emergency relief programs of the Great Depression (*e.g.* CCC and WPA), provided training for the mobilization effort during World War II, and responded to a myriad of state and local needs in recent decades. Despite the fact that adult education was cut severely during the post-Proposition 13 adjustments of 1978, providers of adult instruction have worked diligently to meet new and growing needs within our rapidly changing state.

This chapter summarizes information on providers of adult education within California, reviews the performance of these programs, and discusses program responses necessary to meet the challenges of coming years.[29]

Education Providers Serving California

This section will provide an overview of existing educational services, then focus on the public programs provided by adult schools and community colleges.

29 This chapter summarizes a background paper prepared for the Adult Education Advisory Committee (See Barry Stern, *The California Adult Education System: Background Paper on the Response of Adult Education Institutions to the Needs of Californians*, Revised Edition, Pacific Management and Research Associates, Sacramento, February 2, 1989).

OVERVIEW OF PROVIDERS

There are a multitude of programs providing "non-credit" and "non-degree related" instruction to California adults.[30] These can be grouped into the categories of employer provided instruction, private schools, community-based organizations, voluntary and foundation supported education, and publicly funded adult education.

Employer Provided Education and Training

While much training is done through linkages with adult education providers, significant amounts are conducted directly by employers themselves. On the basis of varied estimates of national expenditures, the California business community spends some $6 billion annually to train its employees.

Each year, California employers hire and train approximately 700,000 new workers, and retrain many others. All new employees, whether highly skilled or totally inexperienced, require some degree of workplace training - many require extensive training. While much of this training is done through linkages with adult education providers, significant amounts are conducted directly by employers themselves. There is little data available on the costs of this training. One conservative estimate based on a study of turnover costs suggests that the total annual cost to California employers is between $1.5-$3 billion (1988 dollars).[31] If the costs of providing retraining and upgrading training for existing employees is added along with the cost of providing remedial skills, total employer expenditures for training and education are much higher. On the basis of varied estimates of national expenditures, the California business community spends some $6 billion annually to train its employees.[32]

Reports from individual firms dramatize the increasing cost of these expenditures. More than half of the "Fortune 500" companies have become educators of the last resort. For example, Aetna Life Insurance Company spends $750,000 annually to teach 500 employees reading, writing and arithmetic; and General Motors spends $170 million a year on job-related training - some 15 percent of which is remedial education.[33]

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30 This chapter focuses on "non-credit" and "non-degree related" educational programs. For the most part, it does not address the large number of programs provided to adults for credit or dgrees.

31 This figure was calculated by multiplying the average cost of training an entry-level replacement employee, $1,055 in 1979 dollars, time the number of new hires per year (Fred best, ***Reducing Workweeks to Prevent Layoffs: The Economic and Social Impacts of Unemployment Insurance Supported Work Sharing***, Temple University Press, Philadelphia, 1988, pages 154-165.)

32 The American Society for Training and Development cites figures of $30 billion spent nationally by business for formal education and training and another $180 billion on informal training occurring on the job. Anthony Carnevale, "Human Capital: The Future for Private Training", ***Training and Development Journal***, January 1982, page 43

33 Christine Gorman, et. al., "The Literacy Gap", ***Time***, December 19, 1988, pages 56-57.

A 1985 study by the Carnegie Foundation for the Advancement of Teaching found that corporate programs have acquired an academic legitimacy of their own and are frequently accredited by the same associations that endorse course work at conventional colleges.[34] A vice-president of Digital Equipment Corporation noted, "America's business has become its own educational provider; it's a matter of survival."[35]

Proprietary Schools and Private Colleges

Adult education is also offered by a variety of proprietary schools and private colleges. There are almost 3,500 postsecondary institutions in California, of which over 3,000 are private. The great majority (roughly 85 percent) do not grant college degrees; however, many grant diplomas and certificates. These include proprietary occupational training schools, religious institutions, hospitals, and other career-related institutions and programs.[36] Available data indicate that California's postsecondary institutions have the second largest number of students after the public community colleges.

Community Organizations

Approximately 55,000 non-profit organizations are registered as tax exempt with the State of California, and 87,664, including many of the smaller non-profits, have tax exempt status with IRS. Many of these organizations do not have local governing boards, and are therefore not recognized as true community organizations by some national associations. These organizations can take the form of churches, health care, community service and ethnic heritage organizations that provide education for their members and the general public.[37] Some of these non-public organizations have an adult education mission that is similar to that of many public providers, particularly in the area of literacy. Some of the more prominent of these are mentioned in the next section.

34 Neil Eurich, *Corporate Classrooms: The Learning Business*, Carnegie Foundation for the Advancement of Teaching, Pittsburgh.

35 "Schooling for Survival", *Time*, February 11, 1985, page 74.

36 Institutions under Section 94310 of the *Education Code* are degree granting institutions. The remaining private postsecondary institutions do not grant college degrees. Information supplied by Council for Private Postsecondary Educational Institutions.

37 Information supplied by the Independent Sector, Charitable Statistics Unit, Washington, D.C.

Voluntary and Foundation Supported Education

A number of volunteer organizations and literacy consortiums provide educational services to adults.

A number of volunteer organizations and literacy consortiums provide educational services to adults. The most notable include:

- **California Literacy, Inc**. The largest of the literacy-related community-based organizations in the state is *California Literacy, Inc.* (**CLI**). CLI, which is affiliated with the national Laubach Literacy tutoring program, recruits and trains tutors and sells materials for use in one-on-one tutoring of adults. In 1985-86, 13,787 adult students were served by CLI, and over 5000 tutors were trained.[38] Although the organization was formed to serve non-literate native English speakers, the demand in California has been such that approximately 75 percent of students served by CLI are ESL students.

- **Literacy Volunteers of America.** *Literacy Volunteers of America* (**LVA**), is a national volunteer tutoring organization. Like the Laubach program, it has its own method for training tutors to work with adults in one-on-one situations. Since opening its California office in 1986, LVA has grown from nine affiliated programs serving 400 students to 25 serving 4,500 students. LVA conducts programs in libraries, adult schools, refugee centers, churches, companies, community colleges, state universities, and other community organizations.

There are two notable literacy initiatives that seek to integrate the services of more than one agency. The *Alliance for Literacy* was started in the mid-1980's as a joint effort among the State Department of Education, State Library and several volunteer groups. This effort seeks to coordinate efforts from literacy training providers. *Project Literacy U.S.* (**PLUS**) is another initiative that publicizes literacy programs and provides literacy instruction via television. It is the creation of the Corporation for Public Broadcasting (**CPB**), the Public Broadcasting Service (**PBS**), and Capital Cities/American Broadcasting Company. Fifteen PLUS efforts have been organized in California since 1984.

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38 Donald Dixon, Merrill Vargo, and Davis Campbell, *Literacy in California: Needs, Services and Prospects*, Sacramento, SRA Associates, July 1987, page 62. Conducted under a grant from the California State Department of Education.

39 Information provided in memorandum by Literacy Volunteers of America, Berkeley, California, January 1989.

Higher Education

California's system of higher education provides a wide array of services to adults who return to traditional undergraduate and graduate programs, as well as a number of extension programs:

- **Public Universities**. In addition to traditional programs, public universities offer a fair number of extension courses and other courses not taken for credit. For example, in 1986-87 the California State University System enrolled 34,000 students in noncredit continuing education courses,[40] and the University of California system in 1985-86 enrolled 172,000.[41] Almost all continuing and extension education is supported by user fees.

- **Private Colleges and Universities**. California has 209 private colleges and universities that serve approximately 172,000 students at all levels (*i.e.*, undergraduate, graduate, and non-degree extension students). Many of these are continuing and extension education students who are not seeking a degree. Although most institutions keep statistics on such students, no data have been collected for a statewide total.

While formal undergraduate and graduate programs are not within the sphere of this plan, it is important to recognize that public universities are a major form of adult learning.

While formal undergraduate and graduate programs are not within the sphere of this plan, it is important to recognize that public universities are a major form of adult learning.

A large share, if not most, adult instruction within California takes place through business and non-public organizations. Yet, California also has the nation's largest public system for serving adults.

Publicly Funded Adult Education

For Fiscal Year 1989, almost $730 million of state and federal funds will be available for adult education in California. Adult schools will receive 51 percent of these funds. Community colleges will receive 15 percent. Regional Occupational Centers/Programs (ROC/P's) will receive 5 percent. Job training programs will receive about 18 percent,

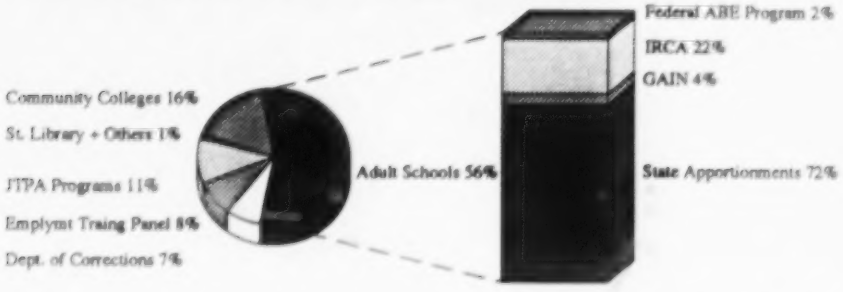
40 *Continuing Education Statistical Digest: Enrollment, Faculty and Financial Information*, Office of the Chancellor, The California State University, Long Beach, May 1988.

41 Information provided by Chancellor's Office, University of California, Berkeley, January 1989.

correctional agencies about 11 percent; and the State Library and other providers 1 percent **(See Exhibit 8)**.[42]

Exhibit 8

DISTRIBUTION OF CALIFORNIA ADULT EDUCATION AND TRAINING FUNDS BY PROGRAM



Adult Education Allocations by Provider, FY 1989

Adult School Allocations by Source, FY 1989

For Fiscal Year 1989, almost $730 million of state and federal funds will be available for adult education in California.

Following are brief descriptions of publicly-funded adult education providers, which (aside from occasional fees for materials and registration) are essentially free of charge:

- **Adult Schools**. Adult schools operate under the authority of local public school systems and receive more than 90 percent of their funding through state apportionments. Currently, 228 out of California's 338 unified and high school districts operate state-funded adult education programs in ten authorized areas of instruction ranging from basic and vocational skills to health and safety and programs for the substantially handicapped. All adults over 16 years age may participate regardless of their level of educational attainment.

- **Community Colleges**. Community Colleges, which are also linked to higher education as "feeder institutions", have an open admission policy that provides a wide array of credit and noncredit courses which do not lead to degrees. About 15 percent of course enrollment is for noncredit courses. Under delineation of function agreements with local school districts, community colleges may provide noncredit instruction in the same ten areas of instruction that are authorized for adult schools. Some 94 out of California's 106 community colleges in 66 out its 71 community college districts are

[42] Not included in these figures are continuing education courses that are provided by state colleges and universities and supported mostly by student fees and tuition. Also not included are educational programs provided by public health, law enforcement, and transportation agencies. Sufficient time was not available to include their activities in this report.

approved to offer noncredit instruction, but four-fifths of this instruction is generated by only 13 districts.

- **Regional Occupational Centers and Programs (ROC/P's).** ROC/P's are state programs established to qualify individuals for immediate entry into employment and to optimize the use of equipment, faculty and other resources in providing centralized vocational training to high school students and adults. These programs are most commonly established under the auspices of County Offices of Education or Joint Powers Agreements between two or more school districts. Although the majority of trainees are high school students, the proportion of adults has been rising rapidly to a current level of 40 percent of all enrollees.

- **Prison and Correctional Education.** Adult education is provided to prisoners and parolees from a number of correctional institutions. The California Department of Corrections (CDC) provides both academic and vocational education to help inmates - who are one-third non-English speaking and primarily non-graduates from high school - improve their skills in order to function better while incarcerated and return to a useful life after release. All California Youth Authority (CYA) institutions provide typical high school courses (*e.g.* academic, vocational, special and bilingual education) primarily to allow inmates to complete high school diplomas or GED certificates. Finally, a few limited educational opportunities are provided through County Jails. Two line items in the State School Fund provide more than $2.5 million to nine school districts and three County Offices of Education. Although programs could be funded through the jail's general operating budget, most jails use their limited resources for other priorities.

- **California Conservation Corps.** The California Conservation Corps (CCC) provides youth ages 18-23 with opportunities to acquire employable skills and contribute to the conservation of California's public lands through work experience. At present there are approximately 2,100 Corps members enrolled. The CCC annual budget has remained at about $55 million over the last few years, of which roughly three percent is devoted to specific educational programs.[44]

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43 Roslyn Elms and Kathleen Wamner, *Meeting California's Adult Education Needs*, Sacramento, California Postsecondary Education Commission, October 1988, pages 5-6.

44 Includes (1) $400,000 for education services within General Fund operating expenses category and (2) an estimate of the cost of delivering 385,280 student hours of instruction, of which 80 percent were estimated to be noncredit. Since CCC has no formula to calculate the cost of providing this instruction, the formula to calculate adult education ADA was used (*i.e.*, 525 student hours per ADA, as well as the current State reimbursement rate of $1,370 per ADA). Hence, the formula for calculating the instructional costs is .8(385,280)/525 * ($1,370) = $804,318.

- **The JTPA Program.** The Job Training Partnership Act (**JTPA**) is a federally-funded program to provide employment and training services to disadvantaged youths and adults, older workers, and displaced workers. The Employment Development Department administers the program at the State level in accord with policy established by the State Job Training Coordinating Council (**SJTCC**). These programs are operated at the local level by 51 Service Delivery Areas (**SDA's**) and Private Industry Councils (**PIC's**). JTPA funds the usual types of classroom training that have been characteristic of public employment and training programs over the last 20 years, such as basic education, GED preparation, vocational training, and career guidance and development. Although no statistics are kept by the State on the number, types, and mix of training programs, it is roughly estimated that approximately one-fourth of JTPA funds support basic skills and other forms of noncredit education.[46]

- **Employment Training Panel.** The Employment Training Panel (ETP) uses a 0.1 percent payroll tax to fund companies to hire and train workers who are drawing unemployment insurance or retrain employees who are likely to lose their jobs because of obsolete skills. This program commonly contracts directly with employers, who provide training on-the-job or thru chosen contractors. Employers are paid for training costs at a pre-arranged rate if trainees are employed and retained for 90 days after completion of training. Emphasis is placed on training only for existing job openings. Since 1983, ETP has trained and placed almost 50,000 people at costs averaging about $2,500 per trainee. Approximately 50,000 additional trainees are now in the "pipe-line". ETP spends about $55 million each year to train about 20,000 workers.

Californians have more access to publicly-funded adult education than citizens in most other states.

- **Public and State Libraries.** Local and state libraries provide a number of adult learning services. Since 1985 the California State Library has received State funds to operate the California Literacy Campaign (**CLC**), which recently has been augmented by the new Families for Literacy Program. In 1987-88, the Library provided $4.5 million in grants, or approximately 38 percent of its local assistance allocation, to approximately 60 of the State's 169 public libraries to conduct local CLC

[45] These assumptions are: (1) the JTPA allocation for FY 1989 is $272.5 million; (2) half of the Title II-A 8 percent set-a-side for educational linkages ($14.5 million) will be spent on remedial and noncredit education; (3) 70 percent of the remaining $166.5 million under Title IIA is obligated for training, half of that is for classroom training, and half again is for noncredit instruction; (4) half of the $19.9 million for displaced workers under Title III is for classroom training and half of that is for noncredit instruction; and (5) one-third of the Summer Youth Program funds under Title II ($71.6 million) is for remedial instruction and noncredit training.

programs. CLC attempts to provide literacy training to "hardcore" illiterates who speak English as their primary language and are the hardest to reach. Local CLC programs employ a community-based approach in which they assess the levels of literacy and providers in the target neighborhoods and then design a program that fills a delivery system gap. CLC is primarily a one-to-one delivery system with a heavy reliance on trained volunteers. This is suggested by the Library's program statistics which show that in 1987-88, some 8,300 volunteer tutors served 9,700 adult learners, and made 6,100 referrals to other agencies.[46] Both state and local libraries also serve adult learning needs as reference and information centers, focal locations for group learning and seminars, and sources of special information such as tax regulations.

When combined with the tremendous amount of adult education and training provided by business and other private organizations, California may justifiably be called the Nation's "Adult Education State".

Particularly because of its large public adult school and community college programs, Californians have more access to publicly-funded adult education than citizens in most other states. When combined with the tremendous amount of adult education and training provided by business and other private organizations, California may justifiably be called the Nation's "Adult Education State".

FOCUSING ON ADULT SCHOOLS AND COMMUNITY COLLEGES

Together the adult schools and community colleges provide about two-thirds of public adult and noncredit education (**See Exhibit 8**). Over the last decade their real expenditures for this type of instruction have decreased by one-third, while per capita expenditures have declined by 46 percent.

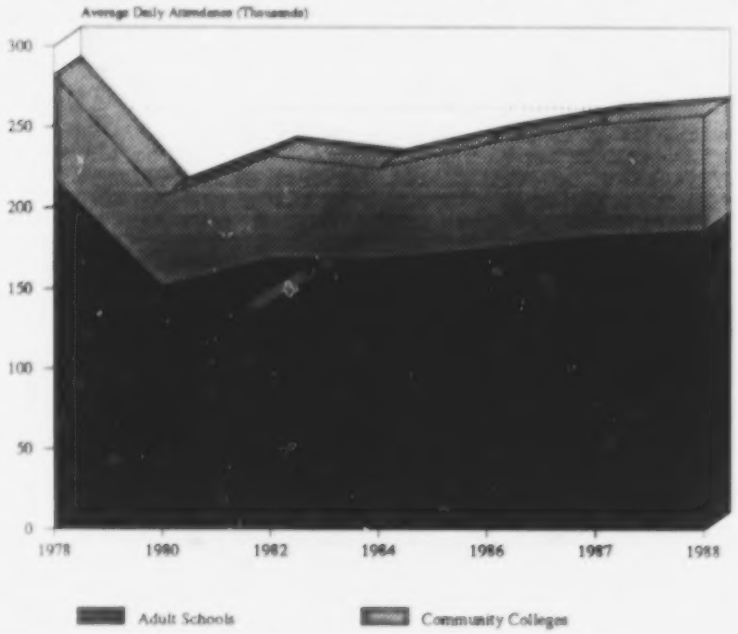
A significant factor of this decline in funding can be attributed to maximum enrollment growth fundable by the State. This is called a "cap on adult education provision" (**CAP**). This policy was initiated in 1978 as part of the state "bail out" funds to replace local taxes lost as a result of Proposition 13. Under this policy, districts cannot obtain State funds for adult education for enrollment over a historically determined level and districts reporting less than maximum enrollment will have lower maximums in future years. It is generally agreed that the CAP under funds and limits funding for actual enrollment. For example, one study found that 62 percent of state funded districts had enrollments greater than

46 *California State Library Annual Special Services Program Statistics*, November 1988.

Together the adult schools and community colleges provide about two-thirds of public adult and noncredit education. Over the last decade their real expenditures for this type of instruction have decreased by one-third, while per capita expenditures have declined by 46 percent.

Exhibit 9

AVERAGE DAILY ATTENDANCE FOR NON-COLLEGE AND NON-CREDIT INSTRUCTION, 1978-88



Source: Adult Schools: State Department of Education, Local Assistance Bureau. Community College: Fiscal Services, Chancellor's Office, California Community Colleges.

Exhibit 10

TOTAL AND PER CAPITA EXPENDITURES FOR ADULT AND NONCREDIT EDUCATION, 1978-1988

Year:	Population Over 16 Years Old (000's):	Adult Ed. Expenditures ($000's):	Adult Ed. Per Capita: ($000's, (FY 1988 Dollars):	Expenditures Per Capita	(FY 1988 Dollars):b
1978	17,245	$304,119c	$559,275	$17.64	$32.43
1980	17,765	$250,156	$383,308	$13.79	$21.58
1982	19,004	$236,478	$307,324	$12.44	$16.17
1984	19,732	$233,100	$273,290	$11.81	$13.85
1986	20,283	$294,691	$317,670	$14.53	$15.66
1987	20,869	$322,361	$337,099	$15.45	$16.15
1988	21,184	$368,556	$368,556	$17.40	$17.40
Cumulative Change:	+3,939 (+22.8%)		-$190,719 (-34.0%)		-$15.03 (-46.3%)

Notes: (a) The sum of two separate line items of the State Budget outlays for adult schools and community college noncredit education, respectively, including general funds, federal Adult Basic Education funds, and reimbursements. (b) Adjusted by the fiscal year GNP deflator for state and local government purchases. (c) Of this amount, $169,005,000 was appropriated from state and federal sources, (approximately $101.3 million was allocated to the public schools and $67.7 million to the community colleges). The remaining $135 million was estimated to have come from local taxes.

Source: State Department of Education, Budget Analysis, 1979, 1983-1988; Chancellor's Office, California Community Colleges.

their CAP in 1984-85. While most districts had relatively minor unfunded enrollment, unfunded students for that year amounted to about 6 percent of total state ADA dollars.[47]

Since 1984 funding for and enrollment in adult education has increased. Specifically, average daily attendance (ADA) has increased by 11 percent (**See Exhibit 9**), total real expenditures have increased by 35 percent, and per capita expenditures are up 26 percent (**See Exhibit 10**).

Increases in adult education funding in the late 1980's have been due to five factors: (**1**) the *Immigration Reform and Control Act* of 1986, which has quickly swelled the number of those seeking instruction in English and citizenship; (**2**) the *Greater Avenues for Independence* Program (**GAIN**), which helps welfare recipients obtain occupational skills leading to self-sufficiency; (**3**) growth funding to districts with excess demand for *English-as-a-Second Language* (**ESL**), (**4**) the Targeted Assistance Program run through the State Office of Refugees, and (**5**) increases in state grants under the federal *Adult Education Act*.

Increased state and federal attention to literacy, welfare reform, and the assimilation of new immigrant populations has resulted in large shifts of adult education enrollments and ADA toward English-as-a-Second Language (ESL) and remedial basic skills programs.

Together GAIN and IRCA currently account for about 25 percent of adult school programs (**See Exhibit 8**), and they are expected to swell ADA in the adult schools and community colleges by 137,000, for an increase of 54 percent over the base program.[48] It should be noted, however, that these augmentations are not expected to become part of the base program in subsequent years. However, they are expected to stimulate increased demand upon the system by introducing the availability and value of adult education to previously unexposed populations.

Increased state and federal attention to literacy, welfare reform, and the assimilation of new immigrant populations has resulted in large shifts of adult education enrollments and ADA toward English-as-a-Second Language (**ESL**) and remedial basic skills programs. The increasing size of the older population has also influenced the distribution of programs. The growth in literacy programs and programs for older adults has come at the expense of vocational programs, which are more than one-third smaller in 1988 than they were only three years earlier (**See Exhibit 11**).

47 Fred Best, "Review of Training Delivery and Funding Systems for GAIN Evaluation", paper prepared for Manpower Development Research Corporation, Pacific Management and Research Associates, Sacramento, September 1986, pages 3-15.

48 Budget Analysis 1988-89. Office of the Legislative Analyst, Sacramento 1988.

Exhibit 11
ADULT EDUCATION AVERAGE DAILY ATTENDANCE BY INSTRUCTIONAL AREA RANKED BY PERCENTAGE CHANGE, 1984-85 TO 1987-88

Instructional Area:	ADA by Year:				
	1985:	1986:	1987:	1988:	Percent Change (1985 to Most Recent Year):
Adult Schools:					
English-as-a-Second Language	57,531	66,055	73,312	76,269	+ 32.6%
Older Adults	14,860	16,609	17,867	18,589	+ 25.1%
Citizenship	777	787	801	948	+ 22.0%
High School Diploma & G.E.D.	14,519	16,775	16,417	16,673	+ 14.8%
Elementary Basic Skills	8,828	8,164	8,768	9,581	+ 8.5%
Substantially Handicapped	27,245	27,402	27,669	27,830	+ 2.1%
Home Economics	1,495	1,532	1,563	1,514	+ 1.3%
Parent Education	7,492	7,427	7,353	7,092	- 5.3%
Health & Safety	1,916	1,597	1,690	1,616	- 15.7%
Vocational Education*	40,611	29,210	28,076	26,539	- 34.6%
Total:	175,274	175,558	183,516	186,650	
Community Colleges:					
Home Economics	1,381	1,616	1,940	NA	+ 40.5%
Health & Safety	1,227	1,303	1,572	NA	+ 28.1%
Older Adults	4,917	5,119	6,293	NA	+ 28.0%
English-as-a-Second Language	20,175	23,083	25,187	NA	+ 25.0%
Vocational Education*	13,646	14,901	15,800	NA	+ 15.8%
High School Diploma & G.E.D.	2,563	3,189	2,956	NA	+ 15.3%
Parent Education	1,124	1,134	1,261	NA	+ 12.2%
Citizenship	115	120	119	NA	+ 3.5%
Substantially Handicapped	6,464	6,648	6,602	NA	+ 2.1%
Basic Skills	5,695	5,175	5,761	NA	+ 1.2%
Total:	57,307	52,288	67,491	NA	

* Includes Apprenticeship

Source: Adult School ADA: State Department of Education Adult Education; Community College ADA: Chancellor's Office, California Community Colleges, Educational Standards and Evaluation Unit.

Note: Community College ADA were calculated for the California Postsecondary Education Commission ***Report on Adult and Noncredit Education***, October 1988. These calculations were made for 1985-1987 only.

COORDINATION AND GOVERNANCE

While there have been efforts to coordinate providers, it is difficult to claim that California's array of adult education programs constitutes a "system", particularly from the perspective of the individual learner. There are tens of thousands of courses from which to choose and little consistency in the content of programs with the same or similar course titles. There is also a confusing array of providers, each

with their own eligibility and funding requirements. In the area of literacy alone, there are 1100 providers.[49]

What coordination there is generally is the result of federal mandates to involve interested parties in planning. The federal *Adult Education Act* requires outreach to impacted groups and review by various state boards and commissions. The *Job Training Partnership Act* requires interagency and multi-sector representation on a state coordinating body and local Private Industry Councils. The *Carl Perkins Vocational Education Act* requires both state and local advisory councils with representation from several sectors.

At the state level, Sections 8536 and 8537 of the *California Education Code* requires adult schools and community colleges to make "reasonable" efforts to reach mutual agreements. Although there are many agreements and excellent examples of cooperative activities to provide service and limit duplication of courses, the degree of such coordination varies considerably across the state. In response to this situation, the California Postsecondary Education Commission has recommended mandated joint planning between these two institutions.[50]

While there have been efforts to coordinate providers, it is difficult to claim that California's array of adult education programs constitutes a "system", particularly from the perspective of the individual learner.

Despite attempts by providers to sit on each other's committees and review plans, each system that serves adults (*i.e.* the adult schools, community colleges, ROC/P's, Private Industry Councils, volunteer literacy organizations, university continuing education programs) continues to have its own operations for recruitment and intake, counseling and guidance, testing and evaluation, and program placement. Since individuals may benefit from the services of several of these organizations, particularly if they were effectively sequenced or integrated with one another, the question is raised whether or not more might be done to make the overall "system" more comprehensible to the user.

Response to the Need

Adult schools provide most of the publicly funded adult education in California today. Although this part of the State's adult education system is smaller than it was a decade ago, it has grown faster than the State's population since the mid-1980's. The current expansion is due to immigration, welfare reform and increased federal commitment to combating illiteracy.

49 *Ibid.*, page 38.

50 Elms and Wartmer, *op. cit.* pages 20-22.

This section raises the question of the capabilities and readiness of the current public school adult education system to meet the demands of the 21st Century. The four concerns that will be addressed include:

- Numbers Served and Numbers Requiring Service
- Performance and Output
- Quality of Instruction and Accessibility
- Need for Responsiveness and Productivity.

Available data on these concerns will be summarized as background for development of planning goals.

NUMBER SERVED VERSUS NUMBER REQUIRING SERVICE

Although the State's adult education system is smaller than it was a decade ago, it has grown faster than the State's population since the mid-1980's.

Of the various forms of adult education, literacy is the only area having data with which to calculate the number served and the number requiring service. SRA Associates determined that in 1985-86, almost 1,100 literacy service providers served about 880,000 adults. Approximately 596,000 were classified as "functionally illiterate" in that they were enrolled either in ESL (54%) or elementary basic skills (13%); the remainder were enrolled in secondary basic education (33%) and were classified "at risk". Three-fourths of the functionally illiterate enrollees were served by adult schools, 21 percent by community colleges and the remainder by libraries and community organizations.[51]

The number of adults receiving literacy training is estimated to have grown to 657,000 in 1987, reflecting the 10 percent growth in these programs in adult schools and community colleges. In 1986-87, then, some 657,000 Californians over 14 years old, out of a statewide total of 3,075,000 or 21 percent, were served by adult literacy programs.[52] In this case, functional illiteracy was defined as having significant performance deficits on the NOMOS competency tests in five life skill areas.[53]

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51 Donald Dixon, *et. al.*, *op. cit.*, pages 39-41.

52 See Exhibit 13 for projections of the number expected to have performance deficiencies. It should be noted that this projection probably under-estimates the number of illiterates because of California's extremely high proportion of immigrants and undocumented persons in the population. Also, the number served does not necessarily represent the number actually becoming literate, since no representative data exist on the number of students who become literate as a result of these programs.

53 The five competency areas were cultural, economic, health and safety, interpersonal and political-social. An individual was determined to have a performance deficit if their scores on both the individual and composite measures were more than one standard deviation unit below the mean for the entire population on that measure (See Donald Dixon, *et. al. op. cit.*, pages 23-33).

The number of Californians over 14 with literacy deficiencies (as judged by performance deficits on the NOMOS test) is expected to grow from 3.1 to 4.2 million between 1987 and 2000, or by an average of almost 90,000 persons, or almost 3 percent per year. Given a 3 percent annual growth in the level of educational services being provided, and assuming that half of those receiving instructions each year attain functional literacy, California can expect to solve its literacy deficit problem by 1997 **(See Exhibit 12)**.

Of course, there are several factors that could diminish the likelihood of such an optimistic scenario. For example, the literacy requirements of the workforce could increase substantially and therefore raise the threshold for an acceptable level of literacy. Or the quality of instruction might be lower than needed, resulting in longer periods of time to achieve functional literacy. Finally, the dropout factor was not assumed in the above calculation. If the dropout rate were 50 percent, it would take twice as long as estimated to eliminate illiteracy among adults (*i.e.*, until 2007). If the dropout rate were only one-third, the target year for such a societal milestone would be about 2004 **(See Exhibit 12)**.

Exhibit 12

ESTIMATED NUMBER OF PERSONS RECEIVING LITERACY TRAINING COMPARED TO NUMBER REQUIRING LITERACY TRAINING, 1987 TO 1997
(Numbers in 000's)

Estimated Number by Category:	1987:	1989:	1991	1993:	1995:	1997:
Functional Illiterates (No Training Assumed)	3,075	3,255	3,435	3,615	3,795	3,975
Number Attaining Functional Competence (Half of Those Served)	328	348	370	392	416	442
Functionally Illiterate Population Less Number Attaining Functional Competence (Plus 90,000 New Illiterates Per Year)	2,747	2,241	2,692	1,099	459	-231

Assumptions: The above estimates are based on the assumptions that (1) the number of adults receiving literacy services also grows by 3 percent per year; (2) one half of those served become functionally literate each year (*i.e.*, they achieve functional literacy over a two-year period); and (3) literacy requirements of the workforce were to remain constant.

Source: Projections of illiteracy calculated with Census data using estimates provided in Donald Dixon, Merrill Vargo and Davis Campbell, ***Illiteracy in California: Needs, Services and Prospects***, SRA Associates, 1987. Number receiving literacy services in 1986 were also estimated by Dixon, *et al*, pages 39-41.

Another way to estimate the number requiring service is to estimate the changing levels of educational attainment among Californians. If we can assume that less than high school completion is the equivalent of functional illiteracy,[54] using the same type of "stock and flow" analysis that was used when test scores served as the criterion, it can be estimated that acceptable levels of literacy could be achieved by 1998. This assumes the following:

- The average educational attainment of Californians over 25 years old will increase from 12.5 years in 1987, to 13.0 years in 2000 or by four percent.
- The percent of individuals over 25 in the year 2000 without a high school diploma will also decrease by four percent, that is from 21.1 percent to 20.3 percent, or by 0.3 percent per year.
- The California population of adults over 25 will increase from 16.5 million in 1987 to 20.4 million in 2000, or roughly by 302,000 per year.
- Starting with a total of 968,000 adults served in 1987, the number receiving ESL and elementary and secondary basic skills services will increase by three percent per year.
- Half of these participants will achieve each year levels of literacy that are equivalent to those of the average high school graduate.

Combination of better performance and additional resources, say from a three percent to a six percent rate of growth per year, could solve the State's illiteracy problem in the next decade.

As was true with the previous analysis, this optimistic scenario could be upset by poor instruction, high dropout rates, a devaluation of the high school diploma due to deteriorating quality of the K-12 system, and higher required levels of workplace literacy. Since any of these factors or a combination of them are possible if not probable, a combination of better performance and additional resources, say from a three percent to a six percent rate of growth per year, could solve the State's illiteracy problem in the next decade.

PERFORMANCE AND OUTPUT

Public school adult education provides instruction in broad program areas which allow considerable flexibility in the types of courses offered. Over half of the instruction is literacy-related, and growth in the system in recent years has been due mostly to the influx of Hispanics into English-as-a-Second

[54] Of course, this is a very rough measure, as discussed earlier on page 10.

Language (**ESL**) courses. Although supplementary funding (through new immigration reform legislation) has helped meet the demand for ESL, it has not been sufficient to prevent competition for resources among groups which enroll in other program areas.

One effect of the demand for adult education increasing faster than the funding is that the delivery system has become more productive. More attendance (**ADA**) is being generated per inflation-adjusted dollar spent (**See Exhibits 4 and 5**).[55] In the absence of program effectiveness data, however, it cannot be determined whether the generation of more quantity is being achieved at the expense of quality.

Remedial Education

In the absence of program effectiveness data, it cannot be determined whether the generation of more quantity is being achieved at the expense of quality.

Limited effectiveness data from the Comprehensive Adult Student Assessment System (**CASAS**) are available for some ESL and basic skills (**ABE**) programs that are supplemented with federal funds. CASAS provides three progressive tests which measure literacy and computational abilities in terms of "life skills" on a scale of 170 to 243 (215 representing minimum proficiency). Available data show that among the 2-5 percent of literacy students who take both the pre- and post-tests in reading, ESL students gain between 6.1 and 7.3 CASAS scale points per year, while ABE students gain on the average between 5.7 and 7.0 points per year (**See Exhibit 13**). Productivity, as expressed by learning demonstrated per dollar spent (*i.e.*, CASAS scale points per unit of cost has remained fairly constant, although it has been somewhat higher for ESL than ABE students (**See Exhibit 13**).

Caution, however should be used in interpreting these data because (**1**) the population sampled may not be representative of the group which takes these courses; (**2**) no data are available for ESL and ABE programs in the 47 percent of the unified and high school districts which do not receive federal funds, and (**3**) sample size and selection procedures, as well as test administration techniques, are not uniform across programs (nor required as yet by the state).[56]

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55 Adult school ADA was 15 percent less in 1988 than it was in 1978, whereas adult school (inflation-adjusted) expenditures are 28 percent smaller than a decade ago. See Barry Stern, ***The California Adult Education System: Background Paper on the Response of Adult Education Institutions to the Needs of Californians***, Sacramento, Pacific Management and Research Associates, January 1989, prepared for the State Department of Education, Exhibit 6.

56 In 1987-88, some 8,303 ESL and ABE students completed both the CASAS pre- and post-tests in life skills; overall some 18,361 students in 1,312 classrooms completed CASAS pre- and post-tests. Some of these students took the life skills test, while others took the listening and computation tests. Some who took the tests scored the listening and computation tests. Several students were administered the wrong test for their ability level and hence scored either too high or too low for their reading scores to be included in the analysis.

Other Programs

No effectiveness measures are mandated nor exist for non-literacy adult education programs, which constitute eight of the ten authorized areas of instruction. Programs for the Substantially Handicapped, however, are likely to have an instrument with which to measure life skills (personal independence), once an adapted version of the CASAS life skills test is fully piloted and implemented. Another initiative, the *California Adult Learner Progress Test* (CAL-PEP), is being developed by the State Library. However, this test does not provide common measures among those who take it.

Exhibit 13
COST EFFECTIVENESS OF ESL AND ABE PROGRAMS FY 1985-FY 1988

Category:	1984-85	1985-86	1986-87	1987-88
English-as-Second Language (ESL):				
Number of Enrollees	420,966	408,105	432,441	436,375[a]
Average Daily Attendance (ADA)	57,531	66,055	73,312	73,979
Total taking CASAS Reading Pre- and Post-Test	3,882	4,201	5,117	7,210
Percent taking CASAS Reading Test	0.9	1.0	1.2	1.7
Average CASAS Score Improvement	7.0	6.1	7.3	6.8
Average Unit Cost per ADA (525 Hours of Instruction)	$1,071	$1,160	$1,234	$1,312
Adjusted Unit Cost Per ADA (FY 1988 dollars)	$1,215	$1,266	$1,301	$1,312
CASAS Student Unit Cost (100 Hours Instruction, FY 1988 Dollars)	$231	$241	$247	$249
CASAS Test Point Gain Per $1,000[b]	30.3	25.3	29.6	27.3
Adult Basic Education (ABE):				
Number of Enrollees	57,365	49,988	55,940	61,127[a]
Average Daily Attendance (ADA)	8,828	8,164	8,768	9,581
Total Taking CASAS Reading Pre- and Post-Test	2,531	2,470	2,631	1,093
Percent Taking CASAS Reading Test	4.4	4.9	4.7	1.9
Average CASAS Score Improvement	7.0	6.0	5.7	6.0
CASAS Student Unit Cost (100 Hours Instruction, FY 1988 Dollars)	$231	$241	$247	$249
CASAS Test Point Gain Per $1,000[b]	30.3	24.9	23.1	24.1

[a] Enrollment estimate based on the ADA percentage increase from 1986-87 to 1987-88.

[b] The productivity calculation formula is: $\frac{\text{Average CASAS Improvement of Student}}{(\text{Adjustment Unit Cost/ADA}) * (100/525)}$

The formula assumes that (1) students taking the CASAS pre-and post-test received an average of 100 hours of instruction; (2) the actual unit cost of educating an ESL or Basic Skills student is the same as the average unit cost for all authorized areas of instruction; and (3) the average cost of educating a student in the whole state (*i.e.*, average reimbursement/ADA) was the same as the average cost in the districts which used CASAS. The latter assumption is more likely to hold time in recent years as the revenue limits per ADA across districts have become more equal. The generalizability of the CASAS sample to all California ESL and ABE students is contingent upon the representativeness of the students and classrooms sampled.

Source: CASAS achievement data from Progress Report 1987-88, unpublished paper, San Diego, CASAS, October 24, 1988, page 44.

QUALITY OF INSTRUCTION AND ACCESSIBILITY

In California there is great variability in the quality and accessibility of adult education instruction. As alluded to earlier, quality is difficult to assess because of inadequate measures of programs and performance. Programs are difficult to describe, let alone assess, since there are thousands of course titles overall (2,800 approved titles in vocational education alone), and courses with the same or similar titles frequently have great variations in the depth of training (or number of class hours) provided. Although achievement measures exist in some areas (*e.g.* literacy), performance is difficult to assess in the absence of routine testing with representative samples. It is also difficult to assess the cost-effectiveness of programs when the costs reported are average costs for all programs, rather than specific costs of particular programs.

The system currently in place, though responsive to current needs, is unlikely to meet the demands of the 21st Century.

While inadequate performance data have been collected to infer the level of quality, there is some evidence to suggest that some providers have problems of quality control. For example, different programs report problems with high dropout rates,[57] access to facilities, student-teacher ratios, safety, student access and attendance, and high staff turnover rates.

There is also uneven geographic accessibility of adult education across the State. Several counties have no adult education program, and the majority of counties have less adult education funding than their share of the State population. Population, however, is a very crude measure of need; other factors which might be considered in distributing funds are income, education, employment status and level of English proficiency.

NEED TO USE RESOURCES WELL

California adult education has been responsive to change. The system has helped the State respond to waves of immigration, war, and economic change. It has continually helped the less educated obtain skills to pursue jobs and a higher quality of life. Yet public funding and resources in constant dollars are almost one-third lower for adult education than they were in 1978.

57 For example, in 1987-88 some 40 percent of 30,451 ESL and basic skills participants in 1,312 classes left programs before completing 100 hours of instruction, including 29 percent who left before achieving their stated program goals. However, this isn't so bad if the 60 percent of those retained in the program achieved their goals (an assumption) and are added to the 12 percent of the leavers who said they achieved their goals. The point is that these figures on program leavers are averages, yet are high enough to suggest great variability in quality among programs. See ***Progress Report 1987-88***, unpublished report submitted to State Department of Education by CASAS, October 24, 1988.

Need to Justify Funding

Unfortunately, the system currently in place, though responsive to current needs, is unlikely to meet the demands of the 21st Century, particularly in an era of constrained financial resources. The very same groups traditionally served by adult education--the lesser educated, low income, limited English proficient, immigrant, substantially handicapped, older adult, and prison populations--are all growing faster than the general population and will demand many services in addition to education. Adult education will compete with pressures to provide resources to meet other social needs such as health care, long term care of the elderly, child care, education for the young, housing, public transportation, public safety, waste disposal, and environmental preservation.

In such a milieu, adult education, like any public service, needs more quality and performance for the dollar. The number of new dollars in the system are unlikely to increase substantially. Funding increases, in turn, are likely to be contingent on performance. The public will want proof of a return on its investment.

The time has arrived to find new ways to make California adult education become more accessible, accountable, effective and efficient. Available resources, new technologies and pressing needs point us toward new approaches for adult education.

Need to Use Technology and Other Resources

Technologies that are available today and breakthroughs that are coming within the next decade will provide enormous opportunities for adult education and its participants.

By the year 2000, we can expect commonplace desk-top computers with the power and speed of mainframes. The concept of the integrated workstation, tying together video, audio, text, and computers is already a reality. Computers will be linked in a variety of ways. These linkages will permit user interaction to perform a specific task as well as user access to enormous amounts of information. This information will be accessible in virtually every form - pictorial, audio, or textual.

Developments in artificial intelligence will permit cost-effective applications of sophisticated technology to education. These applications will be reliable and efficient, and will focus on specific problem domains. Expert systems, for example, will provide general purpose software with "inference engines" to analyze information such as student language deficiencies or provide advice in learning a vocational skill. A powerful feature of expert systems is that they can accept and process information which is less than certain and ask the user for needed information when needed.

Additionally, promising developments are continuing in the areas of broadcast close-circuit TV and interactive video discs. Rapidly emerging computing power and interface equipment will permit cost-effective and efficient testing procedures which will appear customized to the student; but which retain high levels of objectivity, reliability and validity. Finally, these technologies will enable us to share resources and information with increasing ease and speed.

In short, the technologies of the future will make it possible to provide adult education any time and at any place, and then to provide cost-effective means to ensure accountability, both to the student and to the public.

Adult educators within California have perhaps their greatest opportunity in this half century to develop a system that is proactive, not only responsive. The groups that they serve most are the fastest growing; state legislation for adult education is about to be reauthorized; and a plan is about to be submitted for how to spend the system's largest portion of discretionary money, namely, funds from the federal *Adult Basic Education Act*. The time has arrived to find new ways to make California adult education become more accessible, accountable, effective and efficient. Available resources, new technologies and pressing needs point us toward new approaches for adult education.

Chapter 4
FOCUSING GOALS

Review of trends and projections by providers and users of adult education resulted in goals to guide long-term planning.

Advisory discussion, outreach and research have led to eighteen themes for planning an adult education system to meet the needs of coming decades **(See Exhibit 14)**.[58] These themes can be clustered into four general goals:

- **Improving Access to Users**
- **Improving Accountability**
- **Improving Program Quality and Responsiveness**
- **Improving Planning and Coordination**

These goals provide guidelines for planning an adult education system that builds upon the strengths of the present while using the technologies and innovations of the future.

Exhibit 14
LONG-TERM PLANNING THEMES

IMPROVE ACCESS TO USERS:
- **Increase User Access to Programs**
- **Better Inform Users of Programs**
- **Funding to Meet Demand for Services**

IMPROVE ACCOUNTABILITY:
- **Accountability Measures (Students and Providers)**
- **Data System for Adult Education**
- **Capacity for Program Evaluation and Review**
- **Competency-Based Education**
- **Program Quality Standards**

IMPROVE QUALITY AND RESPONSIVENESS:
- **Funding and Regulations that Encourage Program Improvement, Responsiveness, Innovation and Alternatives**
- **Resources for Program and Curriculum Development**
- **Resources for Staff Development**
- **Maintenance and Expansion of the Types of Instruction**
- **Adequate Funding and Facilities**

IMPROVE PLANNING AND COORDINATION:
- **Coordination Among Providers and Cooperative Governance**
- **Participation of Key Stakeholders**
- **Capacity for Policy Setting Leadership**
- **Status as Equal Educational Partner**
- **Community Service and Relevance**

58 "Guidelines for Strategic Plan", Memo Summarizing Advisory Committee Discussion, Pacific Management and Research Associates, Sacramento, January 20, 1989

Improving Access to Users

The delivery and availability of tomorrow's adult education will, in many cases, be as important as its content.

The delivery and availability of tomorrow's adult education will, in many cases, be as important as its content.

- **Increase User Access to Programs.** Alternative programs must be developed which increase the accessibility to learning opportunities. The ultimate goal should be to develop a system of instructional opportunities that allows adults to undertake learning at any hour of the day or day of the year, at a number of different locations and settings ranging from commuter trains to classrooms, and through a variety of methods as varied as classrooms and inter-active learning technologies.

- **Better Inform Users of Programs.** Prospective participants must not only have easy access to information about available programs, but also information which helps them understand which program best meets their needs.

- **Funding to Meet Demand for Services.** The opportunity to attain basic skills, renew occupational qualifications and pursue other self-improvement should be available to all adults regardless of age, area of residence, or prior educational experience.

These themes emphatically underscore the importance of finding ways to provide and deliver services that empower individuals with real opportunities to include education among the conflicting claims on adult time.

Improving Accountability

Accountability is a key theme for adult education, as is the case with most public and private endeavors of our times. This means that programs should explicitly define what they intend to accomplish and document achievements with reliable, comparable and objective information. For adult education, this should entail five specific goals:

- **Standards and Guidelines for Program Quality.** Common yet flexible quality standards should be

developed for minimal design and implementation of programs, and guidelines developed for encouraging program excellence. These standards and guidelines should be used to determine eligibility for funding, and funding bonuses for exemplary program quality.

Accountability is a key theme for adult education, as is the case with most public and private endeavors of our times.

- **Accountability Measures.** Standardized measurements should be developed to document accountability to students and society. These accountability measures should demonstrate the value of programs to students - most notably in terms of educational achievement. Measures should also show the quality of inputs into educational programs and the results of programs.

- **Data System for Adult Education.** Information concerning the nature and performance of programs should be maintained in a comprehensive data system that can be easily accessed by both local and state users.

- **Capacity for Program Evaluation and Review.** Capacity should be developed to conduct rigorous and objective evaluations of learner progress in adult education programs and review such evaluations in open policy forums.

- **Competency-Based Education.** Educational programs should be driven by the need for students to demonstrate agreed upon competencies as a result of program participation. Programs which do not demonstrate expected competency attainment should be subject to review.

These themes do not suggest that providers should not develop their own standards for excellence and accountability. However, they do underscore the need for documenting the delivery of base-line results and achievement of excellence as a condition of support from the California public and participating students.

Improving Program Quality and Responsiveness

Changes are needed to allow and encourage local educational providers to be responsive to new needs and maintain quality programs.

Changes are needed to allow and encourage local educational providers to be responsive to new needs and maintain quality programs.

- **Funding and Regulations that Encourage Program Improvement, Responsiveness, Innovation and Alternatives.** Funding and compliance regulations must be altered to encourage improved performance, increase responsiveness in terms of a program content and non-traditional delivery, flexible timing and delivery to learners (*e.g.* computer assisted instruction, television courses, learning circles, and classroom lectures).

- **Resources for Program and Curriculum Development.** Orchestrated and state-of-the-art resources must be provided to assist local providers isolate and deliver the most appropriate instructional approaches.

- **Resources for Staff Development.** Resources must be effectively marshalled to provide pre-service and in-service staff training and professional development assistance to teachers, counselors, administrators and school board members in order to meet constantly changing learning needs.

- **Maintenance and Expansion of the Types of Instruction.** The diversity of instructional areas must be maintained, and provisions must be developed which allow providers to provide programs in additional areas in accord with local needs. Most notably, efforts should be made to expand the authorized areas of instruction to include humanities and the arts.

- **Adequate Funding and Facilities.** Funding and facilities must be equitably available across the state and adequate to provide quality programs to adult learners.

This last group of themes stresses the importance of resources for innovation and effective communication of alternative solutions to the development and maintenance of program quality and responsiveness.

Improving Planning and Coordination

The diversity of adult education needs, complexity of educational delivery systems, swiftness of social change, and scarcity of resources has intensified the need for better planning and coordination. Five themes should guide plans for adult education in the future:

The complexity of educational delivery systems, swiftness of social change, and scarcity of resources has intensified the need for better planning and coordination.

- **Coordination Among Providers.** The multitude of programs serving the educational needs of adults has created a need for effective communication and coordination among providers to avoid unnecessary duplication, articulate the integration of progressive levels of training among programs, and pool resources where appropriate.

- **Status as Equal Educational Partner.** Successful initiatives to combat California's skill gap and foster learning to meet the challenges of tomorrow require that the education of adults be given equal priority and standing with K-12 and four-year college level education systems.

- **Participation of Key Stakeholders.** Rapid social change and the need to reconcile differing priorities require that businesses, user groups, and pertinent government agencies actively and regularly participate in the setting of policy and oversight of programs for adult education.

- **Capacity for Policy Setting and Leadership.** Adult education must have the forums, resources and decision making ability to develop proactive policy at both the local and state levels.

- **Community Service and Relevance.** Programs should be context relevant so that they motivate learning by their relevance to the issues and concerns of individuals in specific communities.

These themes envision a more cohesive and systematic way of developing and delivering educational programs to adults.

All these themes constitute ambitious goals for adult education. They also represent essential goals, if we are to accomplish the level of adult learning that will be required for the future. Meeting these goals will likely require more resources, but it will also require use of new resources such as technology, and better use of existing resources.

Chapter 5

AN IMAGE OF TOMORROW'S ADULT EDUCATION

This plan proposes that adult education become an equal partner in the delivery of quality adult education to California through initiatives that better inform participants of educational opportunities, empower learners with the ability to find and choose learning opportunities which best meet their needs, and free educational providers to develop innovative alternatives for providing education through varied approaches.

This plan proposes that education and training providers work cooperatively with each other, business and other stakeholders to make the education of adults a focal priority of our state. It envisions a system of adult learning that is an equal partner, along with kindergarten through high school and higher education, in providing quality education to California.

The plan envisions a system of adult learning that is an equal partner, along with kindergarten through high school and higher education, in providing quality education to California.

The plan, however, does not propose the creation of a monolithic administrative structure that would inhibit innovation and responsiveness at the local level. Rather, it proposes that educational providers maintain their own mission and identity while participating in the development of an institutional infrastructure of consistent policy guidelines, performance measures, financial incentives and decision making mechanisms that use market mechanisms to allow learners and community stakeholders to build upon existing program successes. The long-term impact would be to improve the content and delivery of educational services to adults who wish to pursue learning through institutions other than four year colleges and universities.

This chapter will outline an image of a proposed adult education system for the late 1990's. The chapter will have the following four sections:

- What We Propose
- How Will It Work?
- Elaborating the Proposals
- Can It Be Done?

This chapter focuses on where adult education in California should be by the 21st century. It proposes the components of a future adult education system and explains the rationale for each component. A strategy for implementing this system over the coming years will be presented in the next chapter.

What We Propose

Fourteen recommendations are presented that together provide an inter-linked system for the delivery of education and training to adults **(See Exhibit 15)**.

Exhibit 15
OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) Funding to Meet Today's Needs
(2) Funding for Innovation and Performance
(3) Community Adult Education Information Services
(4) EduCard™ (Adult Education Access Card)
(5) Linkage of Support Services to Increase Access

IMPROVE ACCOUNTABILITY:

(6) Procedures for Adjusting Instructional Priorities
(7) Quality Standards and Performance Measures
(8) Integrated Adult Education Data System

IMPROVE QUALITY AND RESPONSIVENESS:

(9) Program and Staff Development Support
(10) Teacher Certification Appropriate to Adult Education
(11) Facilities for the Future
(12) Special Grants to Test Program Innovations

IMPROVE PLANNING AND COORDINATION:

(13) Collaborative Planning
(14) Adult Education Research and Planning Institute

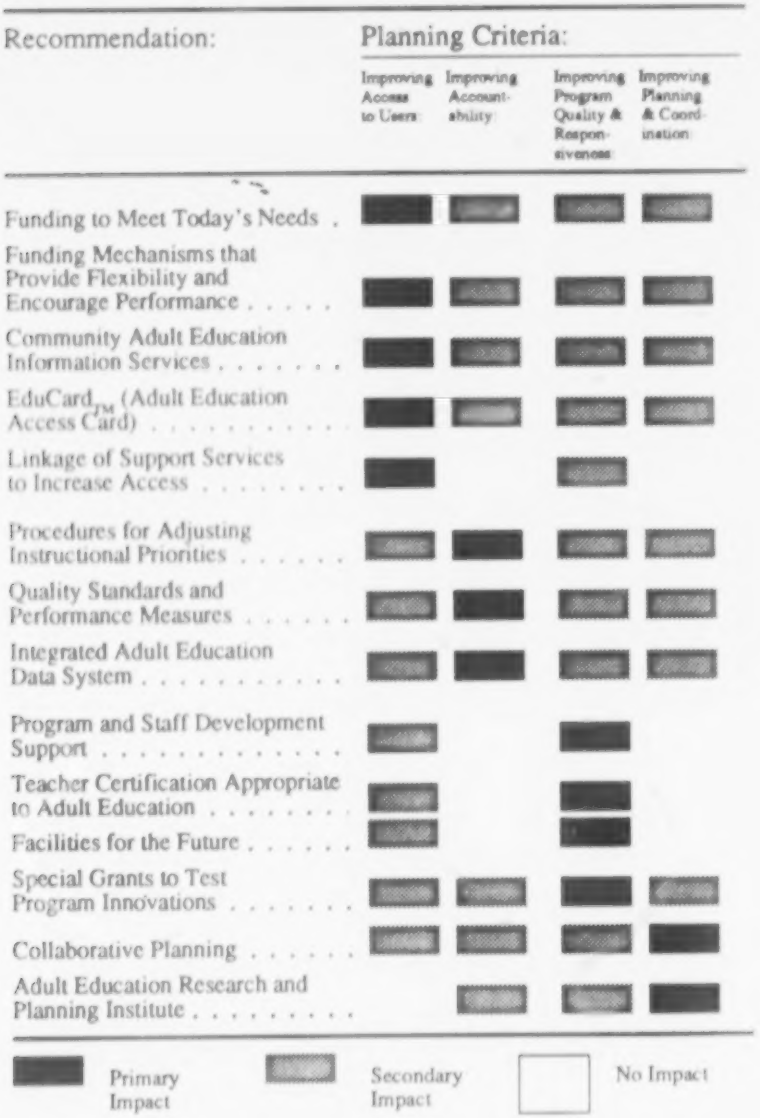
These recommendations have been developed with the intent of achieving multiple payoffs concerning the four goals of improving **(1)** access to users, **(2)** accountability, **(3)** program quality and responsiveness, and **(4)** planning and coordination **(See Exhibit 16)**.

How Will It Work?

When integrated together, the fourteen proposals put foreword by this plan will increase the access of adult education and training to users, whether they be individuals or employers. They will provide enhanced and updated resources to meet the educational demands of our state. They will also foster long-term excellence and responsiveness by empowering users as consumers in a market place of

educational opportunities. Finally, they will build coordination and productive specialization by streamlining the collection and use of educational data to serve both individuals and programs.

Exhibit 16
RECOMMENDATIONS AND THEIR IMPACTS


Recommendation:
Planning Criteria:
Improving Access to Users
Improving Account-ability
Improving Program Quality & Respon-siveness
Improving Planning & Coord-ination
Funding to Meet Today's Needs
Funding Mechanisms that Provide Flexibility and Encourage Performance
Community Adult Education Information Services
EduCard™ (Adult Education Access Card)
Linkage of Support Services to Increase Access
Procedures for Adjusting Instructional Priorities
Quality Standards and Performance Measures
Integrated Adult Education Data System
Program and Staff Development Support
Teacher Certification Appropriate to Adult Education
Facilities for the Future
Special Grants to Test Program Innovations
Collaborative Planning
Adult Education Research and Planning Institute
Primary Impact
Secondary Impact
No Impact

The most import issue is how the proposed system will serve users in the year 1995. A general overview of how adult learners will benefit follows:

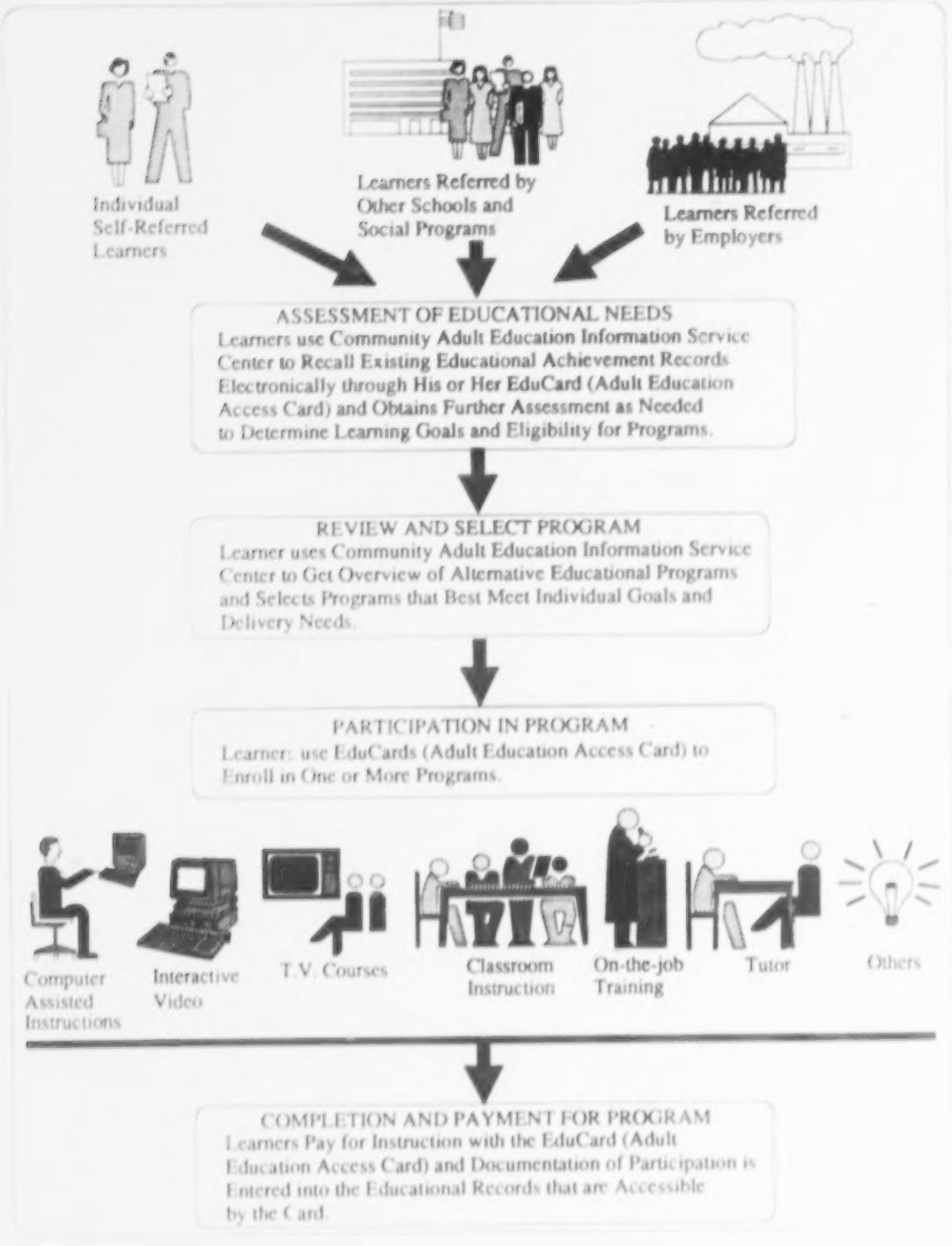
When integrated together, the recommendations put foreword by this plan will increase the access of adult education and training of users, whether they be individuals or employers. They will also foster long-term excellence and responsiveness by empowering users as consumers in a market place of educational opportunities.

Tomorrow's adult education process begins with a potential learner or group of learners *(e.g.* a business or public agency may also refer persons to pursue literacy, job skill or other types of learning). Individual learners go to a ***Community Adult Education Information Service Center***. Upon arrival at the center, learners present their ***EduCard***$_{TM}$ **(Adult Education Access Card)**. This card is used to access individual educational records and program eligibility status from an ***Integrated Data System***. Existing educational records would provide information on the learner's skill attainment and educational needs in terms of standard ***Performance Measures*** used by all participating instructional providers as well as other assessment tools. If initial or further assessment is needed, the learner can request further tests and counseling with resources available through the ***EduCard***$_{TM}$. New assessment records and assessment costs are inter-actively entered into an ***Integrated Data System*** **(See Exhibit 17)**.

Once assessments determine the needs of the learner, a combination of counseling and interactive information technology is used to provide an impartial overview of programs that meet the learner's needs. This will include information such as the educational objectives of the programs, cost to the individual participant (if any), duration and scheduling, location, special features, assessments of performance, satisfaction of prior participants, and certification status in accord with state and regional program ***Quality Standards***. Once educational options are presented and discussed, the individual selects the program that best meets his or her learning goals. A quick check is made to insure that the program has an opening and the learner is referred to the program **(See Exhibit 17)**.

The learner "checks in" with the program of choice (*e.g.* appears at locations, downloads through a modem linked to a home computer, rents a portable interactive instructional module, or meets a tutor). Upon "checking in", the learner submits his or her ***EduCard***$_{TM}$, which is used like a credit card to begin a billing process for services in accord with a system of funding policies and procedures designed to encourage program improvement, responsiveness, innovation and

Exhibit 17
HOW ADULT LEARNERS RECEIVE SERVICES


Individual Self-Referred Learners
Learners Referred by Other Schools and Social Programs
Learners Referred by Employers
ASSESSMENT OF EDUCATIONAL NEEDS
Learners use Community Adult Education Information Service Center to Recall Existing Educational Achievement Records Electronically through His or Her EduCard (Adult Education Access Card) and Obtains Further Assessment as Needed to Determine Learning Goals and Eligibility for Programs.
REVIEW AND SELECT PROGRAM
Learner uses Community Adult Education Information Service Center to Get Overview of Alternative Educational Programs and Selects Programs that Best Meet Individual Goals and Delivery Needs.
PARTICIPATION IN PROGRAM
Learners use EduCards (Adult Education Access Card) to Enroll in One or More Programs.
Computer Assisted Instructions
Interactive Video
T.V. Courses
Classroom Instruction
On-the-job Training
Tutor
Others
COMPLETION AND PAYMENT FOR PROGRAM
Learners Pay for Instruction with the EduCard (Adult Education Access Card) and Documentation of Participation is Entered into the Educational Records that are Accessible by the Card.

alternatives. This system of ***Funding for Innovation and Performance*** allows varied instructional providers to charge pre-approved rates for alternative educational services provided under varied conditions and time frames. Depending on the type of educational service provided, the learner may or may not undertake a skill achievement test with standard ***Performance Measures*** at the end of the learning process.

Upon completion of the program by learners, the prescribed cost for participation and test scores are entered into the ***Integrated Data System*** as a pre-requisite for final payment to the program and certification of skills for the individual. The system for ***Funding for Innovation and Performance*** would provide bonus payments for agreed upon excellence in skill achievement by participants. If no skill assessment test is taken by the learner, a pro-rated billing is charged to funding sources through the participant's ***EduCard***$_{TM}$ **(See Exhibit 17)**.

The above services are provided within the context of policies and program support services developed through ***Collaborative Planning*** carried out through key education providers, business and other stakeholders. Planning bodies composed of stakeholkders recommend policies and procedures for adult education with the support of an ***Adult Education Research and Planning Institute***. Prospective areas of responsibility for the council would be the above-mentioned ***Community Adult Education Information Service Centers***, ***EduCard***$_{TM}$, ***Quality Standards and Performance Measures, Integrated Adult Education Data System***, and ***Funding for Innovation and Performance***. Other areas for collaborative planning will include ***Performance, Program and Staff Development Support, Cross-Agency Linkage of Support Services, Grants to Test Program Innovations***, and ***Teacher Certification Appropriate to Adult Education***.

The above process and supporting components does not call for adjustments in the nature of existing educational programs. Rather, it proposes the cooperative implementation of broad policies through a partnership of stakeholders that will ultimately produce a more flexible, self-correcting and improvement-oriented network of providers responding to the needs of learners and commonly agreed upon standards of performance.

Elaborating the Proposals

This section elaborates each of the fourteen recommendations put forth by this plan. These recommendations are presented within the context of the general planning goal to which they make the greatest contribution. As mentioned previously, these general goals are:

- **Improving Access to Users**
- **Improving Accountability**
- **Improving Program Quality and Responsiveness**
- **Improving Planning and Coordination**

However, it is emphasized that most proposals have been developed to provide multiple benefits and support many planning goals **(See Exhibit 16)**.

This section elaborates each of the fourteen recommendations put forth by this plan.

It is also important to note that the following recommendations are policy proposals, not goals. Put differently, these recommendations are pragmatic institutional arrangements that enable individuals and organizations to achieve desired goals (*e.g.* flexible funding arrangements would free educational providers to schedule instruction in a variety of ways and fund non-traditional delivery methods such as television courses).

INITIATIVES TO IMPROVE ACCESS TO USERS

Improving the access for adults to educational services is a critical objective of this plan. Commitment must be made to aggressively respond to the learning needs of California's adult population. This will require funding. But funding is not the only answer. Ways must be found to better inform adult learners of the educational options available to them. Then ways must be found to provide a "cafeteria" of educational alternatives that allows learners to choose programs with the purpose, schedule, location and instructional approach which best meets individual needs.

This plan does not recommend specific program strategies to increase learner access such as open-entry/open-exit scheduling or use of specific educational technologies. Rather, it proposes a number of powerful initiatives to provide funds adequate to meet the demand for adult education, better inform adults of available educational opportunities, empower learners with the ability to choose and find options which best meet

their needs, and free educational providers to develop innovative approaches for providing quality education through varied delivery mechanisms.

Five proposals are presented to enhance the access of adults to education. These include: ***Funding to Meet Today's Needs, Funding Mechanisms to Provide Flexibility and Encourage Performance, Community Adult Education Information Services, EduCard (Adult Education Access Card)***, and ***Cross-Agency Linkage of Support System***.

Funding to Meet Today's Needs

Additional funding is not the only answer to meeting the adult education needs of today and tomorrow. However, increased funding is a critical prerequisite to serving our mounting demand for adult learning

Current funding levels are inadequate to provide services to all adults in need of education Approximately 3.5 million California adults need to improve their basic skills. One-sixth of our population has literacy deficiencies, one-fourth have educations inadequate to meet the requirements of tomorrow, and these groups are growing faster than our population as a whole. Despite a 24 percent growth in California's total population, adult schools and community colleges, which provide two-thirds of public adult education, served a relatively constant 250,000 full-time equivalent students a year during the period between 1978 and 1988. Yet funding in inflation adjusted dollars is one-third less than it was in 1978. This translates to a 46 percent decline in per-capital expenditures per learner. The result has been that adults needing education have been unserved, and that quality of adult education has been jeopardized at a time when basic skills and educational upgrading is critical to the future of our economy and society.

Despite pressing demand for services, adult education funds have been constrained in three ways. First, the dollars delivered for each ADA is half that of the Unified School District rate. Second, there is a state imposed funding "CAP" which limits the number of students that can be served with state funds. Third, adult education funding is not equally available to all geographical areas of this state. As a result of emergency adjustments made after Proposition 13, some 18 counties representing 1.3 million people are not eligible to receive state funds for adult schools.

Additional funding is not the only answer to meeting the adult education needs of today and tomorrow. However, increased funding is a critical prerequisite to serving our mounting demand for adult learning.

Recommendation 1
FUNDING TO MEET TODAY'S NEEDS

State funds must be increased to meet pressing demand for adult education. Immediate action is needed to:

- Ensure educational quality by increasing the number of dollars generated per unit of ADA for adult education to two-thirds of that allowed for Unified and High School Districts.
- Provide services to more adults by regular five year adjustment of the enrollment CAP to better reflect the demand within local communities.
- Allow equal access across the state by removing restrictions that prohibit the creation of state funded adult schools in cases where documented need exists.

These funding increases should be integrated with other recommendations designed to increase program responsive-ness and accessibility.

Funding is critical to the development of needed skills and knowledge within our adult population. However, the way funds are used is equally critical. The remaining recommendations propose new ways to ensure that money spent will enable individuals and our state to meet the educational needs of the future.

One of our most important goals is to make adult learning possible at any time within an environment suitable to each individual at a location that is easily accessible.

Funding Mechanisms to Encourage Innovation and Performance

New ways must be found to make learning opportunities available to adults. One of our most important goals is to make adult learning possible at any time within an environment suitable to each individual at a location that is easily accessible. This requires the use of non-traditional instructional strategies and educational technologies.

Funding mechanisms must be reassessed and adjusted so that they allow more diverse and flexible educational methods. Average Daily Attendance (ADA) is appropriate to classroom instruction when attendance is clearly related to educational achievement. However, technological changes and the need to increase learner access via non-traditional instructional strategies require the development of new funding mechanisms that allow providers more freedom for innovation. At the same time, the diversity of approaches likely to result from

innovation is will make documentation of skill improvement an increasingly important criteria for the funding of programs.

We propose that adult education funding mechanisms be reviewed and adjusted to encourage program improvement, responsiveness to the diversity of educational clients, more innovation, and the development of alternative instructional methods. These polices and procedures should:

- Allow funding for non-traditional educational methods and technologies that can be provided at any time and any place.
- Increase responsiveness by empowering individuals to access funds and resources from different agencies and programs.
- Allow and facilitate matching contributions from individuals, businesses, volunteer organizations, and community groups.
- Provide bonus funding for excellence in terms of commonly agreed upon Performance Measurements and Program Quality Standards.
- Reduce or eliminate disincentives to providing needed instruction that has higher cost.
- Allocate funds fairly among different types of educational providers with regard to the constraints and regulations that each provider must satisfy.
- Stabilize funding to providers to support staff and program continuity.

Most notably, funding should allow and in some cases encourage flexibility in the timing of learning and the provision of instruction in a wide range of settings (*e.g.* work sites, mobile learning centers, TV courses, modem-linked computer assisted instruction).

Recommendation 2
FUNDING FOR INNOVATION AND PERFORMANCE

Adjust funding policies and mechanisms to allow and encourage any time, any place on-demand instruction through the following methods:

- Use of instructional technologies (*e.g.* computer assisted instruction, TV courses, etc.).
- Innovation and non-traditional educational methods (*e.g.* tutoring, on-the-job training, etc.).
- Collaborative programs.
- Linkage of funding to performance.

There are no comprehensive models for the funding arrangements that will be needed in the future. The closest working model is the cross-agency matching and billing arrangements being developed by the State of Michigan as part of its *Opportunity Card* system. Some of the changes proposed above have been implemented on a partial basis. Job training conducted through the federal Job Training Partnership Act (JTPA) and the California Employment Training Panel (ETP) fund training on the basis of performance measured in terms of job placement. Missouri is exploring the "value-added" concept as another dimension of performance based funding. Inter-agency agreements and Joint-Powers Agreements have been made to pool and match funds at the state and local level. However, the task of developing an integrated funding policy that combines flexibility and accountability to serve learner needs has yet to be undertaken.

Community Adult Education Information Services

We propose that Community Adult Education Information Services be established as cross-agency facilities to provide individuals with assessments of educational needs and impartial information about all available learning opportunities.

There is an urgent need to provide adult learners with comprehensive, impartial and easily accessible information about available educational opportunities and help learners choose programs that best meet their needs. Most communities have hundreds of excellent educational programs. But users of adult education, whether they be individuals or businesses, are commonly lost when they seek an overview of available programs and information about the quality of programs and how they serve specific needs. Further, many adult learners are frustrated because they do not recieve adequate assessments of their learning needs to help them choose among alternative programs. As a result, the value and ultimate performance of existing programs is being undercut by the inability of users to find the program that best suits their goals.

We propose that ***Community Adult Education Information Services*** be established to provide individuals with assessments of their educational needs and impartial information about all available learning opportunities. This service would provide a clearinghouse that uses state-of-the-art information technology to access existing individual educational records and information about programs. These services would be located in a number of locations (*e.g.*, libraries and counseling centers) as part of a cross-agency computer network. The primary functions of these services would be to:

- Provide individuals with impartial information and guidance concerning the nature and quality of alternative educational programs.

- Publicize available educational opportunities and improve understanding and access to these programs.
- Consolidate counseling and certification services into central locations for ease of access and cost-effectiveness (some counseling staff may remain at provider sites to provide ongoing services).
- Provide standard assessments of educational needs and certification of demonstrated skills and knowledge (providers may still retain their own assessment and certification procedures).
- Provide "user friendly" resources to access information about programs (*e.g.* application of interactive computer systems with graphics, multi-lingual options and voice control to ease use).
- Develop and maintain cross-agency data concerning the participation trends, learning achievement of individual participants, and available openings in educational programs.

Each service location would be counselor-supported, and provide all adults with the information needed to make intelligent choices about their educational activities. Efforts would be made to attract adults from all walks of life while providing special resources to ensure that educationally "disenfranchised" adults are given the support required to make important educational decisions.

Recommendation 3
ADULT EDUCATION INFORMATION SERVICES

Establish local centers linked to a "user friendly" computer network to provide individuals with:

- Impartial and comprehensive information about the availability and quality of educational programs.
- Assessments of individual educational needs.
- Assistance in choosing and enrolling in the program that best meets individual needs.
- Linkage to a statewide computer network to facilitate transfer of individual records to new locations.

These services should be available through existing facilities such as libraries and school counseling centers.

Additional benefits would also come from these services. First, use of such services should increase the quality of educa-

tional decisions, and thereby reduce provider expenses resulting from course changes and drop-outs. Second, such facilities would fill an important gap by helping the small businesses that create most new jobs, but are commonly unable to afford education and training programs, to achieve easy access to educational services suitable to each individual employee. Finally, the computer network used to provide these services could serve as an information hub to enhance the recruitment of targeted learner groups. For example, neighborhood outreach workers equipped with modem-linked laptop computers or TV-linked interactive terminals might canvas neighborhoods to provide assessment and counseling services.

Components of the ***Community Adult Education Information Services*** already exist. However, the full range of services envisioned in this proposal have not yet been combined. In Florida, for example, legislation has created experimental "literacy centers" at four community colleges and adult schools. They provide intensive outreach and recruitment, multi-media publicity campaigns, and free instructional materials to both tutors and students. All these centers are prohibited from providing direct instruction. Along a similar line, a number of community Educational Brokering Centers were established in New York, Florida and other states during the 1970's to provide information and guidance about a broad range of adult and continuing education opportunities.

EduCard$_{TM}$ (Adult Education Access Card)

The same technology that enables airlines to schedule flights should be applied to the development of an Adult Education Access Card.

The best educational programs are useless if potential participants are unaware of them. A bold step is needed to dramatize the availability of education to adults and reduce barriers to participation. A new approach must be taken to grab the attention of adults and galvanize interest in educational programs. Further, we must find ways to reduce barriers to participation such as time consuming eligibility determinations, inefficient transfers of educational records, and duplication of effort in assessing individual educational needs.

The same technology that enables airlines to schedule flights, and credit cards to charge clients for purchases from unlimited vendors, should be applied to the development of an ***EduCard***$_{TM}$ (Adult Education Access Card). This card would be progressively issued to all adults. It would use state-of-the-art information technology to efficiently establish the eligibility of adult learners for educational programs provided through different agencies and funding sources. It would also facilitate the storage and access of individual educational records, serve as a "walking diploma" capable of documenting qualifications for employment and further education, provide a common denominator for collecting cross-agency data on

program participation and performance, and dramatize the availability of education and training to all adults.

Protection of personal privacy will be a major objective of the ***EduCard***$_{TM}$ system through devices such as:

- Unique individual identification number to allow each card holder to control access to personal information.
- Optional access codes known only to the individual, or use of voice or thumb print recognition technology to guarantee personal control over access.

These safeguards would prevent the electronic information files linked to each individual from being accessed without the card holder's permission.

Recommendation 4
EDUCARD$_{TM}$ (ADULT EDUCATION ACCESS CARD)

Adults should be issued a credit card-like device which uses local and statewide computers in order to:

- Empower individuals as educational consumers to access all available educational opportunities.
- Facilitate access and store individual educational records (e.g. assessment test scores, certifications, etc.).
- Reduce duplication of training and assessment.
- Ease process of determining individual eligibility for programs.
- Use a common format to report individual educational records from multiple programs.
- Provide an efficient means of matching private donations with public education funds.

The EduCard$_{TM}$ would also dramatize the availability of educational services and facilitate storage and access of individual educational records.

To date, the most advanced application of this concept is the ***Michigan Opportunity Card***. Trial use of this card began in 1988. It provides adults with an entitlement to a variety of educational and counseling services. Driving goals behind this card were to dramatize the availability of education and training services to adults, and to empower individuals as educational consumers capable of exerting market forces on the development and delivery of education and training.[59]

59 *The Michigan Human Investment Fund and the Michigan Opportunity Card*. Office of the Governor, State of Michigan. January 1988.

*The **EduCard**™ has promising potentials to provide a central mechanism around which education, business, communities and individuals might pool their resources for the greater common good.*

The ***EduCard***™ concept also has promising potentials beyond the primary purposes described above. Most notably it provides a central mechanism around which education, business, communities and individuals might pool their resources for the greater common good. Through such a card, the multitude of existing education and training sectors could begin a process of coordinating program elements, rationalizing funding equity, and streamlining funding procedures. The card concept also opens exciting possibilities for creative resource matching arrangements. For example, a business consortia could provide half the funds for the first 300 qualified individuals to enroll in an area of training that is a local priority. Similarly, special policies might be developed to provide educational loans to individuals who contribute a share of special training costs. Finally, the card could also provide a mechanism to reduce the paperwork of teachers and assist educational providers to more efficiently receive funding.

Linkage of Support Services to Increase Access

Even the most flexible and innovative programs may not be accessible to some adults without support services such as child care, transportation and medical support.

We propose that enhanced efforts be made to orchestrate cross-agency support services that are a necessary pre-requisite for educational participation. The ultimate goal of this effort should build entitlements to such support for eligible adults into the previously proposed ***EduCard***™ (Adult Education Access Card).

Recommendation 5
LINKAGE OF SUPPORT SERVICES TO INCREASE ACCESS

Establish cross-agency policies and procedures to provide support services to learners:

- Document the requirements for using support services (*e.g.* child care, transportation, etc.).
- Facilitate individual access to support services.

These services should use the proposed **EduCard**™ to enhance accessibility to individuals.

There is precedence for linking support services to educational participation. The ***Job Training Partnership Act*** **(JTPA)** provided transportation and other allowances to participants. Most recently, the ***California Greater Avenues for Independence*** **(GAIN)** welfare reform program is required to provide child care and medical insurance to participants under-taking training to get off welfare.

INITIATIVES TO IMPROVE ACCOUNTABILITY

This plan proposes a contract with the taxpayers of California. Educational programs serving adults must do better to combat our state's skill gap and encourage life-long learning to maintain our quality of life. To do this, educational providers must have more flexibility and more resources. The final part of this contract is that these same providers must be more accountable to students and taxpayers for both the types and quality of educational services. This requires three initiatives. First, there must be more effective ***Procedures for Adjusting Instructional Priorities***. Second, there must be commonly agreed upon program ***Quality Standards*** and standard ***Performance Measures*** which can document program performance. Third, there is a need for an ***Integrated Adult Education Data-System*** that allows students, educators and policy makers to assess the programs they use and fund.

Procedures of Adjusting Instructional Priorities

The types of instruction offered to adults must be responsive to the needs of the state, local communities, and individuals. This means that the areas of instruction must be periodically reviewed and adjusted at both the state and local level.

In large measure, this is now being accomplished as local educational providers respond to changes within their own communities. However, the flexibility of California adult schools and non-credit community college programs are restricted by state law to ten authorized areas of instruction **(See Exhibit 11)**. While there is general acceptance of these "authorized areas", there is ongoing debate over both the priority and content of these areas. Some believe that basic skills instruction is an urgent priority and feel that other areas of instruction should take second place. Others feel that adult education must provide comprehensive learning opportunities, and that the existing ten areas of instruction should be preserved and expanded to include areas such as the humanities and civic forums. Criss-crossing these points of view are complexities arising from the tremendous diversity of regional needs and the difficulties of setting instructional areas and priorities that can be applied across the state.

In the background to this debate is the reality that adult schools and community college non-credit programs are currently dominated by basic skills instruction. Statewide data shows that over half of all instructional hours are in basic skills and English-as-a second language, and that the proportion of hours going to these areas is increasing.

Despite disagreements over instructional content, there is a common belief that the content and priority of the existing areas of authorized instruction must be periodically reviewed and adjusted to meet changing needs. Further, there is agreement that this appraisal should involve key stakeholders, reflect both state and local needs, and be based upon quality data.

We therefore propose that the State Department of Education retain the existing areas of authorized instruction, but initiate regular participative and fact-based reassessment of instructional priorities. This review should focus on the development of state policies on instructional areas which balance state and local priorities, allow local discretion for meeting community and individual needs, and minimize disruptions that result from alterations of state priorities.

Recommendation 6
PROCEDURES FOR ADJUSTING INSTRUCTIONAL PRIORITIES

Established procedures for periodic review and adjustment of authorized areas adult instruction. These procedures should:

- Involve state and local stakeholders (*e.g.* learners, educators, business).
- Reflect data-based analysis.
- Develop options for providing programs outside of the existing ten areas of authorized instruction.
- Encouraging providers to meet statewide priorities.
- Assist providers assess local needs.

These procedures should also ensure providers with transition time to adjust to changes in instructional areas.

Periodic review and adjustment of authorized instructional areas and the priority we give them should become a partnership process between state and local policy makers. An ultimate goal of this process should be to inform the development of state priorities with local information, and conversely to guide local policy making with concerns that impact our entire state.

Quality Standards and Performance Measures

Quality standards are needed to specify a commonly defined and agreed upon criteria for establishing program certification to receive funding and license to operate as an educational institution. They are also needed as a basis for awarding incentive grants and bonus funds for excellence.

Ultimately, quality standards and accountability must be defined as measurable goals and conditions. If there are no standard measures of program success or failure, there is no common and acceptable way to document performance. Without such documentation, accountability is at best an arbitrary assessment based on claims rather than proof of performance.

Ultimately, quality standards and accountability must be defined as measurable goals and conditions. If there are no standard measures of program success or failure, there is no common and acceptable way to document performance.

This plan proposes development of ***Quality Standards and Performance Measures*** to guide the development of programs and measure their success. Both these guidelines and measures are to be developed and adjusted through a broad-based participatory process by the proposed ***Adult Education Research and Planning Institute*** in accord with procedures proposed for ***Collaborative Planning***.

The ***Program Quality Standards*** are to be applicable to varied instructional conditions and methods (*e.g.* classroom settings, open-entry/open-exit, computer assisted instruction). They will provide minimum standards for certifying educational providers and provide guidelines for funding incentives.

Performance Measures should provide ways of documenting success in meeting quality standards. These measurements should assess individual and provider performance.

Individual measurements should address the following:

- Scores from standard or criterion-referenced tests of basic education (*e.g.* literacy, computation) and special topics (*e.g.* history, chemistry, typing).
- Measurement crosswalks that allow translation of standard scores to other tests and measures.
- Other criteria and documentation that can be used to certify skill levels (*e.g.* experience, products).
- Consistent measures to assess both the educational needs and achievements of individuals.

Educational provider performance measures should address the following:

- Aggregate student achievement tests.
- Amount of student skill improvement as measured by accurate and representative pre- and post-tests (with some attention to obtaining data on learners who leave before completing programs).
- Measures of educational inputs (*e.g.* facilities, staff).
- Productivity measured by student achievement per dollar.
- Benefits to students after completing programs (*e.g.* employment, earnings, satisfaction as determined by follow-up surveys).

Ultimately, these measurements should produce data that can be stored and accessed through the proposed ***Integrated Adult Education Data System***.

Recommendation 7
QUALITY STANDARDS AND PERFORMANCE MEASURES

Develop, with local participation, Program Quality Standards and Performance Measures that are appropriate to adult learning.

Program Quality Standards should:

- Applicability to varied methods of adult education (*e.g.* tutoring, class instruction, TV courses, etc.)
- Provide minimum standards for certifying programs for funding and legal status as educational providers.
- Establish guidelines for excellence and criteria for funding incentives (*e.g.* quality standards, quality indicators and quality frameworks).

Performance Measures should:

- Provide standard assessment of the educational performance of individuals and providers.
- Emphasize outcomes and skill improvement rather than inputs and processes.
- Measure performance for a variety of educational endeavors and approaches.

These measures should not necessarily replace existing standards and measures, but provide a common standard that can be used by all providers.

It should be emphasized that we do not propose monolithic and inflexible guidelines and performance measures. The intent here is to establish a "baseline" or core set of measures that will provide a common means of viewing performance among many different types of programs. All participating educational providers will retain their discretion to develop and utilize their own measurers as they deem necessary. Similarly, commonly agreed upon measures should be subject to open and regular review.

There are many established systems of quality standards and performance measures. These must be reviewed, screened and adopted where appropriate. Development of standards and measures might be prioritized by instructional area (*e.g.*, ESL programs, ABE and GED programs, vocational programs, etc.).

Integrated Adult Education Data System

Quality Standards and Performance Measures are largely useless unless they can be consistently stored and accessed for review and analysis.

Quality Standards and Performance Measures are largely useless unless they can be consistently stored and accessed for review and analysis. The capacity to demonstrate the performance of varied adult education programs to businesses, students, and taxpayers requires an integrated data system capable of dealing with cross-agency data.

This ***Adult Education Data System*** should provide a means of entering, retrieving and analyzing data that is accessible to both individuals, local providers of education and state agencies. Data to be stored might include student records, student and program performance data, program participation and descriptive data, and fiscal data. Specific objectives of this system should be to:

- Provide a system to simplify and reduce teacher and local administrative workloads for production and delivery of compliance data.
- Allow consistent coding or translation of data across provider sectors for comparison and comprehensive planning.
- Ensure that data is valuable and usable by local educational providers by providing user friendly entry and recall mechanisms that make data readily accessible to local as well as state users.
- Provide learners and educators with access to computed assisted instruction and counseling resources.

- Facilitate computer network arrangements to transfer of individual records dealing with need assessments, program participation and eligibility, achievement and certification.
- Protect the personal privacy of individuals whose records are transferred by the system.
- Provide a mechanism for producing routine longitudinal studies of student participation among programs over time and samples for post-training follow-up surveys.

This data system would be integrated with other recommendations put forth by this plan.

Recommendation 8
INTEGRATED ADULT EDUCATION DATA SYSTEM

Develop a data system to facilitate cross-agency planning, counseling and accountability:

- Help program staff with access to program information that is comparable across agencies.
- Modernize routine student in-take and processing to ease the tasks of record keeping.
- Generate comprehensive data on program participation, student characteristics, and educational achievement.
- Meet compliance needs by consolidating samples of student data stripped of identifying information.

High priority should be placed on ensuring that this data system meet both local and state needs.

Data systems such as the one proposed in this plan have been developed for a number of purposes. The State of Michigan is now in the process of constructing such a system.[60] Data crosswalks developed by the National Occupational Information Coordinating Committee (NOICC) and its state affiliates allow processing and analysis of cross-agency data. Finally, school districts and educational testing organizations have models for the processing and use of enrollment and student test data.

60 *Countdown 2000: Michigan's Action Plan for a Competitive Workforce*. Governor's Cabinet Council on Human Investment, Adult Literacy Task Force, State of Michigan, March 1988, page 32.

The increased flexibility needed to serve the educational needs of tomorrow's adults must also be matched with increased accountability for performance. But the goal of improved performance is the responsibility of both the state and local providers. Partnership efforts are necessary to improve program quality and responsiveness.

INITIATIVES TO IMPROVE QUALITY AND RESPONSIVENESS

All enterprises must continually develop people and make investments to avoid obsolescence and proactively face the future. This plan proposes to build on the strong base of technical support provided by California adult education agencies.[61] Given the significant changes in the delivery system that are proposed by this plan, we recommend initiatives in the areas of ***Program and Staff Development Support***, ***Teacher Certification Appropriate to Adult Education***, ***Facilities for the Future***, and ***Special Grants to Test Program Innovations***.

Program and Staff Development Support

This plan proposes a vigorous State-led effort to provide technical assistance and program support to teachers, administrators and counselors.

A more systematic and comprehensive effort is needed to provide program and staff development support. The teacher of the future will need better curricula, knowledge of modern instructional methods and educational technologies, sensitivity to individuals from different ethnic and cultural backgrounds, understanding of evaluation, and feedback on his or her own performance. In addition, ways must be found to attract and retain the best teachers in the profession. If the current attrition of one-third of adult school teachers continues unabated, adult education will have difficulty in meeting quality needs of the future. Finally, ways must be found to train and assist new teachers who must "tool-up" rapidly for swiftly changing adult education programs or fill vacancies resulting from high turnover rates.

This plan proposes a vigorous State-led effort to provide technical assistance and program support to teachers, administrators and counselors. Top curriculum experts, including those from local districts who might take sabbaticals from their districts to work with the State, would develop curricula that are tailored to the needs of individual learning styles and cultural backgrounds and that will help teachers

[61] These agencies have continually provided staff training, technical assistance, conferences, and general program support to the field. In addition to the above, the State Department of Education has used its federal resources to develop an instructional management and measurement system that employs competency based instructional methods and thousands of test items to certify competence in specific life skills.

harness the technologies and learning resources of the future. Technical assistance and dissemination will be provided to help teachers use these curricula and assess student learning using their own and standard performance measures. State-of-the art technology will be used to provide a computerized clearinghouse and expert system software to provide teachers and administrators with easy access to information about model programs, educational advisors, teaching resources, and instructional techniques appropriate to diverse situations.

Curriculum development services should include:

- Selection and use of instructional technology.
- Dissemination of model curriculum and context relevant instructional techniques.
- Integration of instruction with Standard Performance Measures.
- Incorporation of qualitative goals such as enhancement of student motivation and self-esteem.

Staff development should include pre and in-service programs dealing with:

- Preparation of educator to use alternative instructional methods and educational technologies.
- Preparation of educators to deal with students of different cultures and backgrounds.
- Preparation of educators to interact effectively with business and other community agencies to orchestrate learning resources to meet multiple needs.
- Clearinghouse and technical assistance services.
- Development of common professional terms and concepts.
- Assistance in using computers to retrieve and disseminate information about model programs and techniques cross-referenced by related problems.
- Resources to assist new teachers rapidly gain needed skills.

Program review and planning services should include:

- Preparation of "Adult Education Report Cards" for the Superintendent, Governor and Legislature.
- Collection and analysis of data on local state program performance and costs.
- Assessment and certification of teachers.

The delivery system for these services would incorporate a feedback system to help teachers and administrators find out what is working in their district, and to help state officials monitor overall performance.

Recommendation 9
PROGRAM AND STAFF DEVELOPMENT SUPPORT

Sustain and modernize state-administered services to assist instructors and local providers in curriculum development, staff training, and program review. These services should provide:

- Workshops, conferences, newsletters and regional technical assistance.
- Toll-free technical assistance number.
- Modem-linked computer bulletin boards with capacity to download information and software.
- Expert systems software (*e.g.* interactive learning and counseling programs).
- Video tapes and TV courses for adult educators.

These services should have follow-up mechanisms to guide program development with participant feedback.

Teacher Certification Appropriate to Adult Education

Adult education, like any profession, must have a teacher certification system, but it should be appropriate to the requirements of teaching adults.

Teacher certification must be made more appropriate to adult education. Currently adult educators and teachers of school children must meet the same credentialing requirements. However, this certification requirement has become a barrier to attracting the best teachers of adults. Since adult learners attend on a voluntary and not a mandatory basis, different kinds of teaching talent are frequently needed to attract and hold these students. Further, the education of adults is frequently done best by qualified practitioners of their fields, most of which do not have the time to meet lengthy certification requirements.

Adult education, like any profession, must have a teacher certification system, but it should be appropriate to the requirements of teaching adults. This plan therefore recommends that adult education teachers be certified on the basis of demonstrated mastery of the skills and knowledge they

will teach, instructional methods appropriate to adults, and the ability to attract students and have them perform.

Since it is appropriate for adult learners to receive competency-based instruction that is available at any time and any place, the same principle might well hold for the credentialing of teachers of adults. College-based certification programs should continue with content better adjusted to adult teaching needs. At the same time however, prospective adult education teachers should also have the option of becoming certified by passing competency tests or otherwise demonstrating for subject knowledge and instructional methods appropriate to adults. There should also be provisions for interim teachers to obtain certification by completion of selected workshops and demonstrated ability to retain students and produce a specified level of educational achievement by students.

Recommendation 10
TEACHER CERTIFICATION APPROPRIATE TO ADULT EDUCATION

Certify adult education teachers on the basis of skills and knowledge in three areas:

- Instructional methods appropriate to adults rather than K-12 level children.
- Subject areas to be taught.
- Educational achievement of students.

Competency-based certification processes should be developed to document mastery of requirements.

With more flexible credentialing requirements, adult education will be more able to recruit and hold top teaching talent. The above recommendation is especially important for those who wish to teach while maintaining careers that may be outside of education.

Facilities for the Future

Coming years will evidence an increasing need and new opportunities to augment and adjust facilities to better serve adult learners.

Three problems must be addressed. First, adult education or non-credit instruction is frequently a "step child" of the K-12 system and the community colleges. This commonly creates a "second class" status in terms of access to classrooms and facilities -- a situation that undermines staff morale and cripples efforts to be responsive to learners. Second, in the

case of adult schools, K-12 dominated resources create learning environ-ments that are appropriate to children, not adults. Third, instructional facilities of the future must be designed to use new technologies and methods. Adult education is likely to utilize progressively less traditional classroom and school space. Adult educators will bring instruction to where learners live and work. The community and electronic information net-works will progressively become the "classrooms" of the 21st Century. These changes will require adult learning centers, but these facilities are likely to vary from the classroom model.

The need for facilities will dovetail with opportunities to improve facilities. School enrollments will surge in the 1990's. The number of adult learners will continue to grow, and K-12 enrollment will surge as the "baby boomlet" children of the "baby boom" generation enter and progress through school. This will create a need for new facilities and open an opportunity to improve the appropriateness and access of facilities for adult learning. Further, important advances in educational technology will push us toward the development of new types of facilities and equipment.

This plan proposes that adult education be given more autonomy concerning the design and control of facilities and equipment. When appropriate, we propose that adult schools and non-credit community college programs be given control over their own facilities. We also propose that the design of new facilities be conducted to ensure that K-12 facilities can better accommodate adult learners, that dedicated adult facilities not be required to meet unnecessary K-12 design requirements, and that dedicated adult facilities be designed to maximize the value of new technologies and alternative instructional methods.

Recommendation 11
FACILITIES FOR THE FUTURE

Provide adult educators with equal status in the control and development of their own facilities:

- Facilities dedicated to adult education.
- Ability to ensure that facilities and equipment are appropriate to adult learning.
- Facilities designed and located to ensure access (*e.g.* mobile units, satellite facilities, etc.).
- Facilities designed to use new technologies and alternative methods of learning.

The nature of future adult educational facilities is not clearly evident at this time. However, we must begin to assess how the design and use of facilities may change as needs and resources change.

Special Grants to Test Program Innovations

Proliferating technologies and rapid social change dictate the need to develop new program designs, instructional methods, and ways to merge and use resources from several sectors. This will require ***Special Grants to Test Program Innovations***.

Proliferating technologies and rapid social change dictate the need to develop new program designs, instructional methods, and ways of utilizing resources. This requires experimentation and demonstrations.

This plan proposes an ongoing program to provide grants for research and program innovation. This grants program would be limited and restricted to projects of priority importance to state planning or exceptionally promising ideas. A critical part of this program will be to ensure that grant-funded projects are rigorously monitored and evaluated to determine whether the innovation under trial should be encouraged for wider use. This grant program should be used to test new ideas, not to continue existing projects or programs. The grants would be administered at the state level and carried out by public and private organizations. Guidelines would be established every couple of years for the kinds of research and innovation desired.

Recommendation 12
GRANTS TO TEST PROGRAM INNOVATION

Provide a grants program to test promising new and untested ideas.

The grant program should be used only for trial applications, and should not be used to continue programs or test ideas that have already been tried and evaluated.

Properly targeted and monitored grants for program innovation can move promising ideas into reality. But the long-term success of such grants will depend on whether findings about their success or failure are effectively disseminated to state and local decision makers.

INITIATIVES TO IMPROVE PLANNING AND COORDINATION

Adult education needs better coordination and capacity for planning. It also needs the ongoing involvement of business and other stakeholders to determine directions and priorities. However, neither users nor providers of adult education need the rigidity and inefficiency of a multi-leveled bureaucracy. Nor is it valuable to convene countless meetings without decision making authority or specified responsibilities and resources. As an alternative, information technology makes it possible to improve coordination while preserving flexibility to respond to the changing needs of learners and local communities.

We propose that the recommendations of this plan be orchestrated by ***Collaborative Planning and Governance*** with the support of a professionally staffed ***Research and Planning Institute***.

Collaborative Planning

Many of the initiatives proposed in this plan raise important coordination and governance issues. This plan proposes that adult education be elevated to equal status with K-12 schools and higher education. This at once proposes more autonomy for adult education from the K-12 system and the need for greater cooperation among all agencies providing education and training to adults.

The issue of governance for adult education is neither new nor easily resolved. Some debates over governance have focused on determining which agency will become dominant. The results have been a stalemate of disagreements. Other efforts have focused on joint ventures in restricted areas. Many of these have been successful and many have not. Further, all of these cooperative ventures have suffered from committees with little power to make decisions and fragile guarantees of continuity.

This plan proposes a new approach. We do *not* propose to address how different agencies are run and what they do. Rather, we propose to focus on cooperative development and maintenance of an infrastructure that makes all adult education more accessible to learners. Put differently, the plan recommends that a combination of information technology and market-driven delivery arrangements be put into place to improve coordination on a day-to-day basis without setting up a system of administrative governance. Under this proposal, cross-agency governance issues would focus on the development and maintenance of common information systems and procedures for facilitating the use of multi-agency

resources by adults. This approach would preserve the administrative and funding autonomy of participating agencies, focus coordination issues on easing use and access to learners, and create a forum for adult education to focus its identity as an equal educational partner with the K-12 and higher education systems.

We do not propose to address how different agencies are run and what they do. Rather, we propose to focus on cooperative development and maintenance of an infrastructure that makes all adult education more accessible to learners.

We propose that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges initiate a collaborative planning process by convening a State Adult Education Council. This council would include educational agencies agreeing to participate in the development of a common infrastructure to facilitate adult participation in all programs and to create a forum to discuss issues confronting adult education. Specifcally, the Counsel should oversee the implementation and periodic updating of this *Strategic Plan*. The proposed Adult Education Research and Policy Institute should work under the direction of this council.

Every should be made to ensure that this counsel functions as a neutral forum, encourage involvement and representation from all stakeholders, facilitate communication between state and local participants, and foster constructive problem solving. It should be a neutral body. Ultimately, it should be composed of a balanced representation of stakeholders including provider groups, business, community organizations, pertinent government agencies and learner groups. The council would be developed to enhance open communication and cooperation among diverse educational providers and users.

Recommendation 13
COLLABORATIVE PLANNING

The State Superintendent of Public Instruction and Chancellor of the California Community Colleges should convene a **State Adult Education Council** to:

- Provide a neutral meeting ground for key stakeholders (*e.g.* key educational providers, learner groups, business, pertinent government agencies, and public service organizations).
- Oversee and make recommendations concerning the implementation and adjustment of the Strategic Plan.
- Establish goals and priorities for the proposed Adult Education Research and Planning Institute.
- Provide a visible forum for adult education issues.
- Develop recommendations concerning the education and training of adults.

Approaches would be developed to coordinate the activities of the proposed council with local stakeholders.

The concept of governance by stakeholders is well established. Although not balanced in their representation of stakeholders, the Private Industry Council's (**PICs**) established by the federal *Job Training Partnership Act* represents a coordinated effort focusing on job-specific training for adults. Similarly a series of Business-Labor Councils established in California with the support of state funds provided policy forums on educational cross-agency educational policy for many communities. In West Germany and many other European countries, tripartite councils composed of business, labor and government oversee and set policy for all employment programs at both the national and provincial level.

Research and Planning Institute

Effective policy development requires resources for research and planning. Decision makers and community leaders must, by the nature of their roles, assume responsibility for the direction and priorities of adult education, but they do not generally have time for the maintenance of data bases and research activities that are necessary for good policy. To ensure proactive policy development, we propose that adult education be supported with a professional research and planning staff.

Effective policy development requires resources for research and planning.

The final recommendation proposes the development of an ***Adult Education Research and Planning Institute***. This Institute may function under the direction of the proposed State Adult Education Governing Council. This Institute would have a small staff of high quality research and planning professionals, many of which might be on rotating assignments from businesses, universities and provider organizations. This staff would manage the ***Integrated Adult Education Data System*** to insure data quality and accessibility to users, and use this data to monitor educational trends and impacts in accord with Program ***Quality Standards and Performance Measures***. The Institute staff would also provide assistance to local providers of adult education and conduct special research and planning projects.

Professional research and planning offices have long been key elements of effective policy making bodies, whether they be the Congressional Budget Office in Washington, D.C. or strategic planning divisions of large corporations. Most notably, West Germany has an adult education policy center that reviews program policies and establishes certification criteria for programs. Such support is essential if Adult Education is to effectively exert leadership as an equal partner in charting the future of education in California.

Recommendation 14
ADULT EDUCATION RESEARCH AND PLANNING INSTITUTE

Establish an **Adult Education Research and Planning Institute** to:

- Plan and coordinate implementation of the Strategic Plan.
- Monitor and analyze trends and developments in Adult Education.
- Develop and maintain the proposed Integrated Adult Education Data System.
- Provide information and technical assistance.

This Institute would be initially funded by the State Department of Education and function under the direction of the proposed Adult Education Council (or an interim steering committee).

In many cases, the above recommendations have not been beer. previously tried. However, these same ideas represent initiatives that are fully possible because of technological advances.

Can It Be Done?

Is it possible to implement the types of changes advocated in this chapter? Yes, but they will not happen overnight.

Even if there were unquestioned support and generous resources for development and implementation, the task would take many years. The number of technical details to be worked out, discussed by stakeholders, tested, and explained to users are staggering. Everything proposed in this chapter is possible today. Nonetheless, it will take time and adequate resources.

But the barriers to implementation are not simply technical. There are complex issues of equity and long standing competition among the providers which must work together. Further, these proposals are new ideas, and therefore vulnerable to misunderstanding and confusion.

The success of a plan such as this depends heavily upon the development of a problem-solving partnership among stakeholders. Concerns and varying points of view must be

communicated directly, but as problems to be solved fairly rather than contests of political will.

Is it possible to implement the types of changes advocated in this chapter? Yes, but they will not happen overnight.

One of the greatest forces in favor of success is the cost of inaction. California business spends billions of dollars on training, and looses billions more due to lost productivity resulting from inadequate worker skills. Approximately a quarter of our state's population is ill equipped with the skills needed for work and life - not the least of which is the rearing of educated children. Although the demand for adult instruction is growing, funding in inflation-adjusted dollars for adult schools and non-credit instruction at community colleges is roughly one-third less today than it was in 1978. There is a common ground of educational needs that must be met.

If adult education is to justify additional resources for current and future educational needs, it must present a compelling argument for how it will meet these needs and why resources should go to education as opposed to other needs.

This plan presents a coherent program for combating serious skill shortages within our population. However, its ultimate goal is to create a cooperative federation of adult education providers that will move effectively past skill deficiencies to the pursuit of competitive skill proficiencies and a better quality of living for Californians. The proposals in this plan are an image of the future, essentially working hypotheses to guide current efforts to improve services and outcomes. All of its component proposals may not be implemented by the 21st Century. But we cannot have a better adult education system tomorrow if we do not put our best ideas forward today. And our best ideas of today will not become the realities of tomorrow unless we marshall commitment and resources to the task of making them work.

Chapter 6
STEPS TO THE FUTURE

The recommendations of this plan can be brought to fruition by building an open partnership among key stakeholders to marshal resources and guide implementation over the next six years.

There are two essential prerequisites for implementing the goals and recommendations of this plan. First, a spirit of cooperation and commitment must be developed among key stakeholders. Second, resources and technical skills must be marshalled to develop an integrated workplan for implementing the proposed recommendations.

Building a Partnership Among Stakeholders

Before movement can begin toward the proposed strategic goals, there must be a common agreement among key stakeholders and organizational vehicles to focus the common will into pragmatic action.

This plan proposes nothing less than a full partnership among key providers of adult education and those who use these services.

The concept of participation and cooperation among stakeholders is an essential theme of this plan. Such a partnership can take many forms depending on the nature of common goals and will of the participants. It is therefore important to outline ground rules for the type of common effort that will be necessary to ensure the success of this plan.

This plan proposes nothing less than a full partnership among key providers of adult education and those who use these services. The purpose of this partnership is to develop an infrastructure of institutional arrangements and information technologies that will improve the content and delivery of educational services.

The recommendations set forth cannot be implemented with great success without the involvement of all stakeholders. However, the full value of these recommendations requires the participation of a broad base of providers and users.

It may not be possible to build comprehensive partnerships at first. However, it is possible to establish working guidelines that will build such participation over time. The key ingredients of such an approach follow:

- **Neutral Ground.** Participation and cooperation must be forged through discussions and vehicles which have neutral standing to all parties. A balance must be forged to insure open discussion and opportunities for all stake holders to participate fully.

The ultimate success of this plan depends upon the development of an open and fair partnership that combats defensiveness and polarization among those holding a stake in the education of adults.

- **Inclusion of All Key Stakeholders.** Every effort must be made to enlist involvement and contribution of resources from all major providers of adult learning (*e.g.* adult schools, libraries, community colleges, job training programs, volunteer groups, private schools, and others) and representatives of major user groups (*e.g.* business, adult population groups, etc.). Ways must also be found to involve not only these stakeholder groups, but the constituents of each group (*e.g.* sub-committees of teachers, administrators, counselors, students, etc.).

- **Influence Based on Contribution.** The direction of cooperative efforts should be controlled by those contributing resources, but the door should always be open for the involvement of stakeholders who wish to contribute proposals and viewpoints.

- **Linkage Between State and Local Stakeholders.** Participation among stakeholders must reflect and facilitate communication and joint responsibilities between the state and local levels.

- **Fact-Based and Problem Solving Process.** Participating stakeholders must avoid adversarial conflicts in favor of a fact-based and problem solving approach to developing creative solutions to common problems.

- **Flexibility to Recognize and Involve New Stakeholders.** Participants must retain the flexibility to recognize and involve new stakeholders that may emerge in the future.

The ultimate success of this plan depends upon the development of an open and fair partnership that combats defensiveness and polarization among those holding a stake in the education of adults. The ideal form of stakeholder participation may not be possible in the beginning. However, the above ingredients for stakeholder involvement must be built in from the start to insure their development in the future.

A Workplan for the Future

Commitment and cooperation must ultimately be harnessed into action. Resources and skills must be focused on the tasks of operationalizing goals, setting concrete plans, and turning proposals into realities.

The first phase will entail development and pilot testing of a prototype model within three to six counties.

This plan proposes that the components outlined in Chapter 5 (**See Exhibit 15**) be developed and put into place over the six year period between 1990 and 1995. This implementation process would have two phases which coincide with the four year planning cycle mandated by the federal *Adult Education Act* (**PL 100-297**). As noted previously, both phases of this workplan should be carried out with the fullest possible participation of state and local stakeholders. The first phase will entail development and pilot testing of a prototype model within six to ten counties. The second phase will entail cycles of evaluation, component adjustment, and expansion to a progressively larger number of counties (**See Exhibit 18**).

Exhibit 18
OVERVIEW OF IMPLEMENTATION PHASES

Phase I (1990-93):	Establish Interim Working Arrangements Among Stakeholders
	Conduct Planning and Feasibility Studies of Strategic Components
	Develop Prototype Resources and Institutional Arrangements
	Pilot Implementation of Strategic Model in Three to Six Counties
Phase II (1994-95):	Evaluate and Adjust Components
	Implementation of Strategic Model in All Counties Wishing to Participate

This timetable will be carried out in a flexible and responsive fashion. The recommendations in this plan will be developed and implemented as a "rolling plan". This plan will be regularly reviewed and adjusted with the involvement of education providers and other stakeholders.

PHASE I: 1990-1993

The first phase will develop and pilot test a prototype model of the strategic plan. This phase will have four key objectives:

- Establish Interim Working Arrangements Among Stakeholders.
- Conduct Planning and Feasibility Studies on Strategic Proposals.
- Develop Prototype Resources and Institutional Arrangements.
- Pilot Implementation of Strategic Model.

It is proposed that the first and second objectives be completed by 1991, that the third objective be completed by early 1992, and that the fourth objective be completed by the end of 1993 **(See Exhibit 19)**.

Working Arrangements Among Stakeholders

An interim Steering Committee and local advisory network will be established early in 1990. Every effort will be made to establish a committee that manifests a broad-based partnership among key stakeholders.

An interim Steering Committee and local advisory network will be established early in 1990. Every effort will be made to establish a committee that manifests a broad-based partnership among key stakeholders. The State Department of Education (SDE) will take the initiative to establish but not control such a partnership and develop procedures which allow full participation as contributing stakeholders. An invitation will be extended to key educational providers, government agencies, business associations and user groups to plan and fund the development and implementation of the proposals put forward by this plan. Responses to this invitation will determine the size and composition of the interim Steering Committee. Business and user groups will have voting status upon agreement to participate. Public educational and government agencies will be given one or more voting seats upon commitment to contribute funding or resources, and one non-voting seat upon agreement to participate as an ad hoc advisory member. The proposed components of this plan will be developed only for agencies represented by voting participants. It is hoped that non-voting participants will become voting and resource contributing members as the plan is developed and implemented.

Exhibit 19
OVERVIEW OF PHASE I: 1990-93

Strategic Objective:	1989-90:	1990-91:	1991-93:
Planning and Coordination:	Establish Interim Steering Committee, Subcommittees & Local Advisory Network	Continue Interim Steering Committee, Subcommittees & Local Advisory Network	Establish and Maintain Prototype State and Local Adult Education Councils
	Establish Interim Adult Education Research and Planning Institute to Conduct Feasibility and Planning Studies of Strategic Proposals	Develop Legal and Institutional Arrangements for Adult Education Councils	Select and Organize Pilot Implementation Sites
	Feasibility and Planning Studies on Adult Education Councils and Planning Institute	Implement Institutional Arrangements for Adult Education Research and Planning Institute	Develop and Apply Monitoring and Evaluation Design for Pilot Implementation Sites
Improve Access to Users:	Conduct and Approve Feasibility and Planning Studies:	Develop, Pre-Test and Approve Operational Prototypes:	Implement and Assess Prototype Components at Selected Sites:
	• Community Education Information Centers	• Community Education Information Centers	• Community Education Information Centers
	• EduCard	• EduCard	• EduCard
	• Funding Policies and Procedures	• Funding Policies and Procedures	• Funding Policies and Procedures
	• Multi-Agency Linkage of Services	• Multi-Agency Linkage of Services	• Multi-Agency Linkage of Services
Improve Accountability:	Conduct and Approve Feasibility and Planning Studies:	Develop, Pre-Test and Approve Operational Prototypes:	Implement and Assess Prototype Components at Selected Sites:
	• Program Quality Standards	• Program Quality Standards	• Program Quality Standards
	• Performance Measures	• Student and Program Performance Measures	• Student and Program Performance Measures
	• Cross-Agency Data	• Cross-Agency Data System	• Cross-Agency Data System
	• Interim Student Assessment Data Collection Procedures		
Improve Program Quality and Responsiveness:	Conduct and Approve Feasibility and Planning Studies:	Develop, Pre-Test and Approve Operational Prototypes:	Implement and Assess Prototype Components at Selected Sites:
	• Program Development Support (New Initiatives for Existing Staff and Curriculum Development Programs)	• Program Development Support	• Program Development Support
	• Grants for Research and Demonstrations	• Limited Grants for Research and Demonstrations Pertinent to Strategic Plan	• Grants for Pilot Testing and Demonstrations of Prototype Components of Strategic Plan

Feasibility and Planning Studies

Late in 1989, an interim Adult Education Research and Planning Institute will be established to conduct feasibility and planning studies on all the proposals outlined in this plan (**See Exhibit 15**). These studies will be conducted under the direction of subcommittees of the Interim Steering Committee. Four subcommittees are recommended:

- **Quality Standards and Performance Measures.** This subcommittee will have lead responsibility for developing the proposed Program Quality Standards and Performance Measures (Recommendation 7).

An interim Adult Education Research and Planning Institute will be established to conduct feasibility and planning studies.

- **Data and Information Systems.** This subcommittee will have lead responsibility for developing the proposed Community Education Information Services (Recommendation 3), EduCard (Recommendation 4), and the Integrated Adult Education Data System (Recommendation 8).

- **Program Support and Research Grants.** This subcommittee will have lead responsibility for developing the proposed Program Development Support (Recommendation 9), Teacher Certification Appropriate to Adult Education (Recommendation 10), Facilities for the Future (Recommendation 11), and Special Grants to Test Program Innovations (Recommendation 12).

- **Funding Policies and Procedures.** This subcommittee will have lead responsibility for developing the proposed Funding to Meet Today's Needs (Recommendation 1), Funding for Innovation and Performance (Recommendation 2), and Procedures for Adjusting Instructional Priorities (Recommendation 6).

The entire Steering Committee will have responsibility for the development of proposals dealing with Collaborative Planning (Recommendation 13), Adult Education Research and Planning Institute (Recommendation 14), and Cross-Agency Linkage of Support Services (Recommendation 5).

The Feasibility and Planning Studies will establish goals for proposed components, isolate existing resources and models, review and assess alternative approaches for developing each component, and develop operational specifications and implementation plans for each component. These studies will be conducted under the direction of pertinent subcommittees with the guidance and involvement of local stakeholders.

It is recommended that the full Steering Committee meet about three times a year to guide the integration of component plans, determine arrangements concerning coordination and governance, and approve plans for development and implementation.

Development of Prototypes

The interim Adult Education Research and Planning Institute will develop or manage development of working prototypes of the proposed system components during the 1990-91 period. These technical and organizational prototypes will be developed under the direction of the Steering Committee for pilot implementation within a limited number of counties.

The interim Adult Education Research and Planning Institute will develop or manage development of working prototypes of the proposed system components.

These prototypes will be developed for local application under guidance from local users, but they will be developed at the state level to reduce costs and insure the capacity for communication and integration among users from different regions. This approach is necessary because the proposed use of computers and information technologies requires the development of procedures and resources that can be used generically in all areas of the state.

Pilot Implementation

During the 1991-92 period, the prototype components will be pilot tested in three to six counties. These pilot counties will be selected for their interest, diversity, and level of stakeholder support and cooperation.

The pilot tests will entail implementation and use of *all* proposed system components within an entire county or agreed upon sub-area of a county **(See Exhibit 15)**. These pilot tests will be implemented by local staffs under the guidance of interim local steering groups with technical assistance from the Adult Education Research and Planning Institute. It is anticipated that these pilot implementations will be funded by a combination of state and local resources from all participating agencies and groups.

Prior to these pilot implementations, the Adult Education Research and Planning Institute will work under the guidance of the Interim Steering Committee to develop a monitoring and evaluation design to isolate and assess problems and needed system adjustments.

By the end of 1992, working prototypes of the components proposed in this plan will be implemented and evaluated; and the stage will be set for first round of component adjustments and expansion of participation to additional counties.

PHASE II: 1994-1995

The second phase will concentrate on the refinement of strategic components and expansion of participation to all interested counties.

Evaluate and Adjust Components

The second phase will concentrate on the refinement of strategic components and expansion of participation to all interested counties.

The evaluation of pilot implementations conducted during Phase I will be used to isolate and prioritize needed improvements. The Adult Education Research and Planning Institute will adjust prototype components in accord with the priorities recommended by the proposed Interim Steering Committee, and make improved prototypes available to participating counties. The Institute will also review and continue monitoring and evaluation studies of counties using these prototypes.

Expand Implementation to Additional Counties

Participation in the strategic model will be expanded to include all counties interested in participating. The proposed State Adult Education Council will establish a criteria for selecting counties interested in continuing or starting participation. As in the pilot implementations of Phase I, these counties will be selected for their interest, diversity, and level of stakeholder support and cooperation. As in Phase I, resources will be provided on a matching basis, and the proposed Adult Education Research and Planning Institute will provide technical support and monitoring services..

The completion of Phase II should mark the implementation of the strategic model within all counties desiring to participate. At this point, the proposed State Adult Education Council will be primarily concerned with two responsibilities. First, it will oversee the maintenance and updating of the information technology infrastructure that allows local providers to facilitate the delivery of services and adjustment to changing needs. Second, with the support of the Adult Education Research and Planning Institute, it will monitor and study the delivery of adult learning services in order to provide all parties with information about new trends, emerging problems, and options for improving services.

The Future is Made Today

The premise of this plan, as well as the advisory and outreach process that produced it, has been to determine long-term needs for adult learning, develop comprehensive responses to meet these needs, then work backward to determine the steps that must be taken to implement such a response.

Technical skill and resources will be critical to achieving these goals. However, they are not the most critical ingredient. The most essential ingredient will be the ability of our state to meet wide scoped educational needs with an equally wide scoped response.

The initiatives proposed in this plan are far reaching and innovative. Further, they have been developed with an eye to the technological resources that will be available and affordable in coming years. Despite the far reaching nature of this plan, every recommendation set forth is both affordable and technically possible today.

Technical skill and resources will be critical to achieving these goals. However, they are not the most critical ingredient. The most essential ingredient will be the ability of our state to meet wide scoped educational needs with an equally wide scoped response. Stakeholders in the future of adult learning -- whether they be education providers, businesses, adult learners, or concerned citizens -- must develop a collective will to act today to meet the educational needs of tomorrow.

Chapter 7

LOOKING TOWARD TOMORROW

The initiatives proposed in this plan provide more than a strategy for combating California's skill gap. They constitute a way of organizing adult educational services so that they can adjust rapidly and effectively to the learning needs of a more distant future.

This plan proposes a bold new approach for adult education. Paradoxically, it proposes little in the way of altering how current programs are developed and administered. Rather, it recommends development of a facilitate infrastructure between programs that will encourage productive innovation and responsiveness to learner needs.

In many ways, this plan addresses issues beyond the mechanical arrangements it proposes. It is also intended to provide a crisp and exciting image of what education can be, and hopefully invigorate widespread commitment to learning among adults.

This plan is intended to provide a crisp and exciting image of what education can be, and hopefully invigorate widespread commitment to learning among adults.

In large measure, this plan has focused on data about educational needs and the mechanics of meeting those needs. Such an approach tends to downplay the less measurable and seemingly less pressing goals of human growth and enrichment. Yet these goals are also important, if not ultimately preeminent to our individual and social well-being.

America, as all industrial nations, is a "work society". And despite periodic rhetoric about emancipation from work due to automation and affluence, this is not likely to change. Every generation -- past, present or future -- faces its own unique challenges and opportunities which call for the disciplined and goal directed activity we call work.

Work, in one form or another, will remain an essential and focal activity of human life. For Californians in the last decade before the 21st Century, we are all faced with the challenge of adjusting our lives to meet the requirements of changing life styles and a global "melting pot" while responding to a torrent of realignments caused by world economics and major technological advances. Education and learning will clearly play a central role in our ability to face these challenges.

Yet it is a dismal thought that we might view our lives and our ability to learn primarily in terms of required learning for work and adjustments to new technologies. It is also unrealistic to think that education and learning is primarily restricted to the years of youth. Life is not that way. The learning process, and our need to learn, continues to our last days. The world changes constantly around us, and different stages of life impose needs for learning that are every bit as vital as the "basics" we supposedly learn in youth. Further, there is a need to learn or relearn that which we neglected or missed in youth -- whether it be basic skills, job skills, history or appreciation of the arts.

Education and learning must clearly equip us, as individuals and a society, with the basic skills to be productive and function with dignity in our society. This is clearly a priority for California in the 1990's. However, education and learning should also enhance the human spirit and enrich our existence. If this is not an economic necessity, it is clearly one of the most important reasons for our economic toil.

This plan proposes initiatives to meet the critical educational needs of our times -- a large measure of which entails the provision of effective and accessible education for literacy and basic skills. At the same time, the proposals put forth in this plan are not limited to the goals of providing our citizens, workers and parents with basic skills. The ultimate goal is to create a system of adult learning that more effectively responds to learning needs and delivers educational opportunity to all adults. It is a system designed not only to meet the needs for basic skills, but also to provide learning that enhances the quality of our lives.

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